One city Many choices

City of Surprise

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2.1 Growth Element

2.1.1 Introduction

The growth element is a policy guide on how to manage development over the next 20 years while keeping in sight a vision for the developed city in the future. Throughout 2005 and 2006, the city went through a comprehensive visioning process in conjunction with the development of a strategic plan. Through the visioning process, a vision of the future city was developed. The growth element of Surprise General Plan 2030 provides the foundation to realize the vision.

Arizona Revised Statutes

Arizona Revised Statutes requires that a growth element identify growth areas. Specifically, the element should identify areas that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses, such as residential, office, commercial, tourism, and industrial. The element is to include policies and implementation strategies that are designed to make automobile, transit, and other multimodal circulation more efficient; make infrastructure expansion more economical and provide for a rational pattern of land development; conserve significant natural resources and open space areas in the growth area and coordinate their location to similar areas outside the growth area's boundaries; and promote the public and private construction of timely and financially sound infrastructure expansion through the use of infrastructure funding and financial planning that is coordinated with development activity. The Surprise General Plan 2030 addresses the requirements through a strong growth management philosophy. Goals and policies support the philosophy. General city policies and standards will be required to provide additional review to ensure that the decision-makers have the information and tools to make careful growth management decisions.

2.1.2 Discussion

A. Demographics

This section examines the makeup of the city of Surprise relative to Maricopa County. Understanding how the community has grown and the demographic makeup of its residents will help to define the needs of the community today and in the future. (See chart on next page)

Population

City of Surprise Population History (population/ decades 1960- current)				
Census Year	Population Count			
1960	1,000			
1970	2,427			
1980	3,723			
1990	7,122			
2000	30,848			
2008 (March)	107,593			

Table 2.1A - Source: US Census, City of Surprise- Community Development

Over the last decade the city of Surprise has experienced a substantial increase in population. The population increased from 30,848 residents in 2000 to 107,593 in March of 2008. The growth rate of Surprise consistently outpaces that of Maricopa County. While the city is not expected to sustain this rapid growth rate, it is anticipated to approach nearly 400,000 people by the year 2030. This dynamic presents challenges in providing public services and infrastructure to a rapidly expanding population.

City of Surprise Annexation History (Map 2.1A) (sq. miles/ decades 1960 - current)						
Year	Acres	Square Miles				
1961	667	1.04				
1970	667	1.04				
1980	2,783	4.35				
1990	38,672	60.43				
2000	46,066	71.98				
2008 (March)	60,006	93.76				

 Table 2.1B - Source: City of Surprise- Community Development

Households

Along with robust population growth, Surprise is expected to experience continued annual growth in households for several years. It is anticipated that households in Surprise will increase 16 percent between 2000 and 2010. The long-term level of households is

projected to reach 179,081 by 2030. The city of Surprise's household growth rate far outpaces the annualized growth rate of Maricopa County, which will result in Surprise possessing a larger proportion of households in Maricopa County than its present level. Over the same time period, the average household size in Surprise is projected to increase from 2.0 to 2.5. The increase in household size can be attributed to the influx of families moving into Surprise, which is diminishing the dominance of retirement communities.

Population, Housing and Household Size for Surprise and Maricopa County

2005-2030

Year	Surprise Population	Surprise Housing Units	Household Size	Maricopa Co. Population	Maricopa Co. Housing Units	Household Size
2005	93,356	42,430	2.49	3,681,025	1,479,767	2.20
2010	146,890	64,039	2.60	4,216,499	1,685,134	2.29
2020	268,359	117,815	2.55	5,230,300	2,104,440	2.28
2030	401,458	179,081	2.50	6,135,000	2,502,040	2.24

Table 2.1C - Source: MAG, May 2007

Race and Ethnicity

The racial and ethnic make up of Surprise has changed considerably over the last 15 years. The White population increased 27 percent and "Some Other Race" declined 33 percent. During this same timeframe the Hispanic/Latino ethnicity declined by 35 percent.







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Population by	Population by Race and Ethnicity								
Surprise, 1990	Surprise, 1990-2006								
	19	90	20	000	20	06			
	Number	Percent	Number	Percent	Number	Percent			
Race									
Total	7,122	100.0%	30,848	100.0%	103,402	100.0%			
White	3,896	54.7%	26,521	86.0%	78,926	76.3%			
Black or African American alone	113	1.6%	806	2.6%	4,660	4.5%			
American Indian/Alaska Native	37	0.5%	134	0.4%	623	0.6%			
Asian alone*			329	1.1%	2,224	2.2%			
Hawaiian/Pacific Islander	9	0.1%	16	0.1%	0	0.0%			
Some other race	3,067	43.1%	2,427	7.9%	14,534	14.1%			
Two or more races			615	2.0%	2,435	2.4%			
Ethnicity									
Hispanic or Latino (of any race)	3,916	55.0%	7,184	23.3%	21,437	20.7%			

Table 2.1D - Source: US Census 1990, 2000, American Community Survey 2006

Age

The city of Surprise has experienced changes within the age distribution of its residents since 1990, which provides challenges to city planners in keeping up with the development of schools and parks. The overall percentage of the 65 and over age cohort has declined, while the "less than 19" and "25 to 34" years of age cohorts have increased. However, the 55 and older age cohort still maintains a high percentage of the overall Surprise population, providing an opportunity to expand the healthcare and life sciences employment sectors.

Likewise, the median age for the city of Surprise has undergone dramatic changes since 1990. The median age rose from 33.0 to 46.1 between 1990 and 2000 as retirement communities located in Surprise. However, between 2000 and 2006 there was an influx of

people 19 to 34 years of age moving to Surprise, which reduced the median age to 36 years. This compares more closely to Maricopa County overall, as the county median has slowly risen from 32.0 to 33.6 between 1990 and 2005. Overall, Surprise now possesses a more balanced age distribution in the population, and an opportunity to expand the employment base.

Surprise Age Distribution, 1990-2006

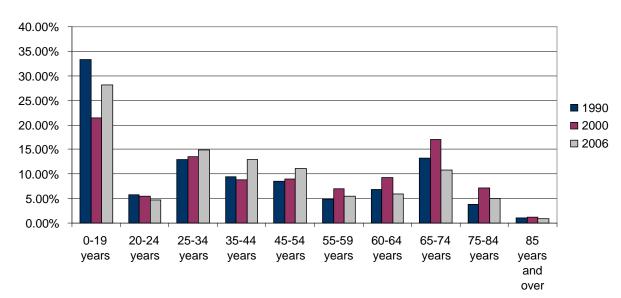


Figure 2.1A - Source: US Census 1990, 2000, American Community Survey 2006

50.00 46.10 45.00 40.00 36.00 33.00 35.00 33.60 33.00 30.00 32.00 Surprise 25.00 - Maricopa County 20.00 15.00 10.00 5.00 0.00 1990 2000 2006

Median Age, 1990-2006

Figure 2.1B - Source: US Census 1990, 2000, American Community Survey 2006

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Workforce and Unemployment

The Surprise labor force has experienced modest growth between the years 2000 and 2005. Both Surprise and Maricopa County account for a 2.5 percent average annual growth rate in the gross level of the labor force. Over the last five years the city's unemployment rate has increased slightly, which tracks closely with the overall unemployment rate in Maricopa County.

Workforce Growth Rate							
Surprise & Maricopa County, 2000-2005							
	Surprise Maricopa County						
	Workforce	% Growth	Workforce	% Growth			
2000	11,771		1,595,203				
2001	12,197	3.6%	1,649,235	3.4%			
2002	12,550	2.9%	1,690,234	2.5%			
2003	12,750	1.6%	1,719,116	1.7%			
2004	13,071	2.5%	1,766,167	2.7%			
2005	13,549	3.7%	1,832,453	3.8%			
Avg. Annual Growth	2.5%	0.2%	2.5%	2.2%			

Table 2.1E - Source: DES 2005

City of Surprise Unemployment Rate 2000 and 2005							
Surprise Maricopa County							
Employment	2000	2005	2000	2005			
Persons Employed	11,281	12,857	1,542,696	1,758,207			
Persons Not in Labor Force	490	692	52,507	74,246			
Unemployment Rate	4.2%	5.1%	3.3%	4.1%			

Table 2.1F - Source: DES 2005

Employment

The business establishments and employment for Surprise are very concentrated in the construction and retail trade sectors. While the two sectors show moderate shares of the business establishments, their employment percentages are disproportionately higher

than the level of establishments in the community. These two sectors account for 42.4 percent of all employment in Surprise, while accounting for 29.6 percent of all business establishments. Comparatively these two sectors account for 19.7 percent of employment and 23.1 percent of business establishments in Maricopa County. The occupational mix within the city of Surprise shows similarities to that of Maricopa County. Occupations that have the largest representation in Surprise include Sales and Office Occupations, Management, Professional and Related Occupations, and Service Occupations. The combined total of these occupational groupings represents 78 percent of all Surprise occupations, which is the same as for Maricopa County.

Business Establishments and Employment by Sector							
Surprise and Maricopa County, 2006							
	Sui	rprise	Marico	oa County			
Industry Classification	% of Total Est.	% of Total Emp.	% of Total Est.	% of Total Emp.			
Total	100.0%	100.0%	100.0%	100.0%			
Agriculture, forestry, fishing and hunting, and mining		0.0%		0.5%			
Construction		12.0%		11.5%			
Manufacturing		5.9%		8.6%			
Wholesale trade		2.2%		3.3%			
Retail trade		12.7%		12.0%			
Transportation and warehousing, and utilities		5.5%		5.1%			
Information		1.4%		2.2%			
Finance and insurance, and real estate and rental and leasing		9.5%		10.2%			
Professional, scientific, and management, and administrative and waste management services		9.5%		12.2%			
Educational services, and health care, and social assistance		20.7%		16.7%			
Arts, entertainment, and recreation, and accommodation, and food services		8.4%		9.2%			
Other services, except public administration		4.9%		4.5%			
Public administration		7.2%		3.9%			

Table 2.1G - Source: US Census, American Community Survey 2006

Employment by Occupation, Age 16 and Over							
Surprise and Maricopa County, 2006							
	Surp	orise	Maricop	a County			
	Count	Percent	Count	Percent			
Total	43,311	100.0%	1,801,281	100.0%			
Management, professional, and related occupations	13,332	30.8%	608,073	33.8%			
Service occupations	9,020	20.8%	287,952	16.0%			
Sales and office occupations	11,158	25.8%	509,867	28.3%			
Farming, fishing, and forestry occupations	0	0.0%	4,672	0.3%			
Construction, extraction, maintenance and repair occupations	5,346	12.3%	215,171	11.9%			
Production, transportation, and material moving occupations	4,455	10.3%	175,546	9.7%			

Table 2.1H - Source: US Census, American Community Survey 2006

City of Surprise Employment by Type					
2005 and Build-out					
	2005	%	Build-out	%	
Retail	5,185	31.8%	49,260	21.6%	
Office	719	4.4%	90,680	39.7%	
Industrial	796	4.9%	70,260	30.7%	
Public	2,524	15.5%	11,660	5.1%	
Other	7,065	43.4%	6,640	2.9%	
Total	16,289	100.0%	228,500	100.0%	

Table 2.11 - Source: MAG Projections 2007

Employment Mix at Build-out

Maricopa Association of Governments (MAG) provides an analysis of employment within the city of Surprise based on Socio-economic Analysis Zones (SAZ). Their data indicates a decline in the number of jobs associated with the retail sector from 55.1 percent in 2004 to 21.6 percent at build-out. Alternatively, the city is expected to experience a 27.1 percent increase in office jobs from 12.6 percent to 39.7 percent, and a nearly 20 percent increase in industrial jobs from 11 percent to 30.7 percent.

Household Income

Since 1990, the median household income for Surprise residents has more than doubled, rising to nearly \$60,190 per household in 2006. This income is almost 7.5 percent higher than the Maricopa County median household income of \$52,521.

Roughly 43.3 percent of households earned between \$50,000 and \$100,000 in 2006. The largest proportion of Surprise households (24.6 percent) earned between \$50,000 and \$75,000 in 2006. Conversely, in Maricopa County as a whole, only 33.3 percent of its residents made between \$50,000 and \$100,000. However, the largest proportion of its households (18.7 percent) fell into a higher income bracket – \$75,000 to \$100,000 – in 2006.

Median Household Income, 2006

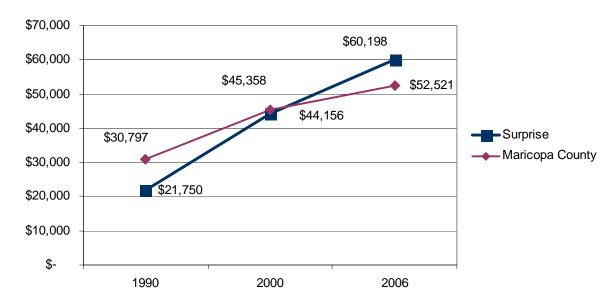
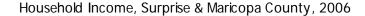


Figure 2.1C - Source: US Census, 2006 American Community Survey

Only 15 percent of households in Surprise earned an income under that of the national poverty line in 2006. More than 15 percent of households in Maricopa County, as a whole, fell below the poverty line in that same year.

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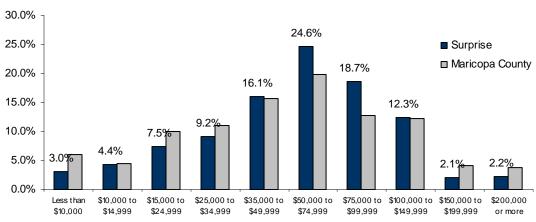


Figure 2.1D - Source: US Census, 2006 American Community Survey

City of Surprise						
Educational Attainment (Persons 25 and Older)						
	Surprise			Maricopa County		
	1990	2000	2006	1990	2000	2006
Less than H.S Diploma	47.8%	15.0%	10.0%	18.5%	17.5%	16.0%
H.S. Diploma	24.3%	28.9%	26.5%	25.5%	23.1%	25.3%
A.A. Degree or Some College	20.4%	35.7%	36.5%	33.9%	33.5%	31.0%
Bachelors Degree or Higher	7.5%	20.5%	26.9%	22.1%	25.9%	27.8%

Table 2.1J - Source: US Census, American Community Survey 2006

Education Attainment

The level of educational attainment that the Surprise population exhibits is very similar to that of Maricopa County. In 2006, 26.5 percent of the population had a high school diploma and 64 percent had earned an Associates Degree or higher. While Surprise exhibits a higher rate of high school graduates than Maricopa County, they also exhibit lower levels of individuals possessing a bachelor's degree or higher. This dynamic suggests the availability of a qualified labor force to support expanding manufacturing and industrial sectors. While bio-tech and other industries remain employment targets, a higher level of graduate or professional degrees would assist in attracting these specific industries.

B. Growth Management Philosophy

The Surprise General Plan 2030 is the main document in outlining how growth will proceed over the next 20-30 years. The purpose of the growth element is to provide a link between the land use, transportation, facilities and infrastructure, and specific implementation techniques such as zoning ordinances, capital improvement programs, impact fee requirements, design guidelines, etc. Sustainability is a 'core element' of the Surprise growth management strategy and it is necessary to establish what changes can be made to create more sustainable futures. The growth element provides the direction for strategic implementation to ensure that the quality of life standards are met in a timely and acceptable manner. This strategic approach is sensitive to community wide facilities and service needs as well as localized needs of various neighborhoods throughout the planning area.

The growth management section endorses the vision to sustain:

Strong supportive communities:

Strong supportive communities with safe neighborhoods, distinctive local gathering places within mixed use districts and corridors, and strong employment centers are fundamental to a healthy city. Residents must have a broad range of housing choices, employment and educational opportunities, and shopping possibilities within the community. To focus attention on strong supportive communities, the general plan lays down a new framework to plan for a city of villages. The villages strategy addresses unique issues and opportunities in each community plan area. While the city's well-established neighborhoods will experience little change over the next 20-25 years, every area includes opportunities to focus investment in redevelopment of neighborhoods, centers, commercial corridors, and development of new growth areas. Surprise will continue to celebrate its cultural and ethnic diversity and create a place where residents can contribute to the community's growth and sustainability.

Connecting people to places

An efficient transportation system is vital to the prosperity, livability, economic health and environmental quality of the region. The growth strategies propose an increased investment in city centered and village centered planning to support a compact urban form. Greater success occurs where:

- The integration of land use and transport recognizes the different functions of centers and corridors.
- Development initiatives are focused on key centers and corridors.
- Land use policies complement and promote sustainable travel choices.
- Density provisions support public transport investments.

Surprise as a Place of opportunity

As Surprise grows, it must remain a place that people want to work and invest in. A thriving culture of innovation creates an economy that is adaptable, flexible, and resilient to future trends. The basic strategy of cores and corridors encourages employment intensification in city centers and more efficient use of business and industrial land. Greater success occurs where:

- Strong centers are an important driver of economic growth.
- There is value in developing a package of implementation tools to encourage quality intensification.
- The identification of regional business futures to 2030 will assist in linking employment forecasts, regional economic growth aspirations, and the spatial implications.

Greening Surprise

The growth element is heavily invested in Surprise's aspiration for clean air, clean water, and for the maintenance and protection of the region's natural character. A more efficient use of natural and physical resources, including urban and rural land, infrastructure, and energy sources is also a key outcome of the growth element. Greater emphasis is placed on strengthening the protection of existing natural areas and restoring ecological linkages through a regional trail network

as well as encouraging green engineering solutions for the built environment.

Regional Co-operation

Techniques and programs for effective growth management are often beyond the governmental responsibility or authority of the city of Surprise. Transportation and housing programs require involvement or approval from outside agencies and municipalities. As municipal responsibilities become increasingly complex and demanding, the city will need to work regionally to provide the services provided by their communities.

B. History of growth management

Surprise has seen explosive population growth in the past decade. Infrastructure shortages and sprawling subdivisions were seen to overtax the environmental and aesthetic quality of the neighborhoods. With the rapid growth neither the infrastructure nor other public facilities were able to keep pace. As a result the city instituted a system of controls to set the pace for growth.

Milestones in the city's growth management history include:

1987 Comprehensive Development Guide

Due in part to the inadequacy of existing planning guidelines, dated municipal ordinances, and constant development pressure, the then town of Surprise felt the absence of a general plan to guide orderly growth in the future. In October 1985 Surprise requested proposals from urban planning and design consulting firms to assist the city in the preparation of the *Surprise Comprehensive Development Guide*. The development guide included six subcomponent elements: land development, environmental design plan, open space and recreation, circulation plan, public facilities and services, and redevelopment plan elements. A zoning ordinance, subdivision ordinance, capital improvements program, and a public administration and management plan were to be prepared based on the *1987 Comprehensive Development Guide*.

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2020 General Plan

The 2020 General Plan was an update of the 1987 Surprise Comprehensive Development Guide. Due to the tremendous growth of Surprise and West Valley as well as new state law requirements, the City Council contracted with a team of consultants led by partners for Strategic Action, Inc. to update Comprehensive Development Guide. The management philosophy included ensuring a well-balanced community, development master planning, development opportunities, providing mobility transportation choices, and special planning areas.

Special Planning Areas

To effectively plan for the entire planning area, smaller regions were identified called the Special Planning Areas (SPAs). There are six SPAs that comprise the entire planning area and the boundaries for the SPAs were determined by analyzing current projected development trends, land and ownership boundaries, community needs, and physical delineation features. These areas were designated to ensure that land resources are utilized efficiently and that the community's long-term development needs are addressed. The goal of each of the SPAs was to ensure a balanced mix of land uses, adequate support resources, proper ratio of people to jobs, and an efficient and effective multi-modal transportation network.

C. Current Growth Management Strategy

Smart growth principles and livability movements propose using the perspective of "centers and corridors" to develop a mix of land, pedestrian, and transit oriented uses in order to reform sprawling development patterns. The perspective fits well into Surprise's strategy for creating a sustainable future.

City and Village centered growth philosophy

The general plan's principles are woven into the fabric of everything the city is striving to create a more attractive and sustainable global city. These principles underpin the City's decision to embark on its village strategy and are the

platform upon which the Surprise General Plan 2030 will be built and delivered.

The village strategy is about adding to what people love about their neighborhood, while at the same time ensuring special characteristics are enhanced and preserved. One of the main goals of the village strategy is to ensure that long term objectives of the city meet community and business needs and enhance the local environment. Villages are also intended to have more co-operation and partnerships between the different tiers of government, between businesses and government, and between residents, institutions, and government. Villages will enable the city to deliver services more equitably, pursue a development pattern that is environmentally and economically sound and provide better means of managing growth and change through extensive collaboration with the community.

In addition the villages strategy will focus growth into mixed-use activity centers that are pedestrian-friendly, centers of community, and linked to the regional transit system. The strategy draws upon the strengths of Surprise's natural environment, neighborhoods, commercial centers, institutions, and employment centers. The strategy focuses on the long term economic, environmental, and social health of the city and its many communities. It recognizes the value of Surprise's distinctive neighborhoods and open spaces that together form the city as a whole.

What is a "Village"?

A "village" is defined as a neighborhood that draws upon the strengths of the existing characteristics of the area, with a defined and highly intense multi use center. The village center will be the heart of the community where residential, commercial, employment, and civic uses are all present and integrated. Each village will be unique to the community in which it is located. Villages will be planned to have a pedestrian friendly environment and characterized by inviting, and attractive streets and public spaces. These high quality destination spaces will vary from village to

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village and may consist of public parks or plazas, meeting spaces, outdoor gathering spaces, passive or active open space areas that contain desirable landscape and streetscape design amenities, or outdoor dining and market activities. Individual villages will offer a variety of housing types and rents/prices. Over time, villages will be increasingly connected to each other by an expanded regional transit system. The village land use pattern and densities help make transit operate more efficiently, which in turn allows for improved and more cost effective transit services. The mix of land uses should also include needed public facilities such as schools, libraries, or other community facilities as appropriate in each community.

Implementation of the village strategy relies upon the designation and development of village sites (Map 2.1B). There are many factors to consider when designating village sites including the capacity for growth, existing and future public facilities, transportation options, community character, and environmental constraints. Precise village boundaries, the specific mix of uses, architectural form, needed public facilities, and the type of public space within proposed village areas will be determined through community plan updates amendments. Other factors to consider when locating village sites include: community plan-identified capacity for growth, existing public facilities or an identified funding source for facilities, existing or an identified funding source for transit service, community character, and environmental constraints.

Growth Areas:

With a planning area of approximately 309 square miles, growth has the ability to occur at many levels and in many directions. Growth areas are not static. They are prone to change due to outside influences such as market conditions and specific city needs. The city growth areas Map 2.1C defines areas where growth is highly likely to occur. The areas are categorized by the type of development that may occur.

Centers and Corridors:

Implementation of the village strategy relies upon the designation and development of village sites. The hierarchy of centers is described on the next page.



City Centers:

City centers are high intensity districts within the region planned to contain corporate, multi-use office, industrial, and retail uses with some adjacent multi-family residential uses. City centers shall be planned to incorporate intensive uses that maximize walkability and support transit. These centers are expected to serve as the focal points for areas of approximately 250,000 to 500,000 people.



Downtown:

Downtown Surprise has a unique role to play in the 21st century development of the West Valley region. In addition to being the civic, administrative, legal, cultural, and entertainment center, downtown will also offer transit connections and is planned as an exciting pedestrian environment.

Uptown Surprise

Surprise's Community Development Department has identified the intersection of Grand Avenue and 211th Avenue as the heart of a future "Uptown Surprise." As the city builds out to the northwest, Uptown Surprise will offer an outstanding location to live, work, and play, and grow businesses. Businesses that are incubated at the Innovation and Research Center at Surprise Center and positioned for future growth should be targeted for eventual permanent locations in Uptown Surprise. Given Uptown Surprise's central location in the Surprise Planning Area, Surprise General Plan 2030 calls for higher density development and a concentration of employment with a full complement of urban amenities and services. Accordingly, Uptown Surprise is a prime candidate for a major rail station and interchange with Grand Avenue, which should be developed in accordance with Transit-Oriented Development (TOD) principles. As part of the Sustainable Surprise initiative, Surprise has partnered with Arizona State University's College of Design to define development patterns for Uptown Surprise that promote TOD and concentrations of activity and density while preserving washes and other natural features throughout the landscape.



Regional Centers

Regional centers are expected to be intense and high density development areas. Strong connections to the regional transportation system, as well as the local circulation system, make regional centers highly accessible. Concentrated development and pedestrian safety enhancements are encouraged. Streetscape in regional centers must support transit oriented development and must encourage the use of alternative modes of transportation as the preferred method of travel. Minimum density and height requirements ensure that development intensities in the regional center are transit supportive. A mix of uses and floor area ratios allows for developments that are compatible with existing adjacent areas while providing the highest densities in the neighborhoods.



Employment Centers

Employment centers support a variety of employment types that contribute to the economic health of Surprise in two major ways—accommodating a wide range of jobs for the city's residents, and importing dollars from outside the area. Economic diversity is crucial to a region's ability to weather economic cycles and to perpetuate the continuous generation of new industries and businesses. While traditional industrial park development may still be required in the future, the city may follow the trend toward increasingly vertical work places. Employment centers are expected to contain prime industrial land that support export-oriented base sector activities, such as warehouse distribution, heavy or light manufacturing, research and development uses, and selected business services.

Village Centers:

Village centers are higher-density/intensity areas located within villages and shall be characterized by a cluster of community and neighborhood oriented areas with local commercial, office, and multi-family residential uses, including mixed use structures with office or residential space above commercial space. These centers will contain public gathering



spaces and/or civic uses. Uses will be integrated to the maximum extent possible in order to encourage a pedestrian-oriented design and encourage transit ridership.

Special Districts:

Special districts are portions of the planning area that require more detailed planning due to environmental conditions and unique opportunities that may present themselves only in these areas.

White Tank Mountain Regional Park

At nearly 30,000 acres, the White Tank Mountain Regional Park is the largest regional park in Maricopa County. Most of the park is made up of the rugged and beautiful White Tank Mountains. The regional park offers a unique opportunity for Surprise to expand its eco-tourism, resort, and executive living offerings. The area surrounding a future park entrance on the north slope of the mountain—the "White Tanks Gateway"—could capitalize on the visual, environmental, recreational, and adjacent real estate assets that the park creates by fostering high-quality residential and lodging development including equestrian, spa, wellness, and golf resorts. The area's unique and sensitive environment should be planned for uses that can be integrated with the natural environment and positioned to take advantage of the unique setting. The White Tanks Gateway should be a celebration of this unique desert and foothills environment with a lower density, yet sustainable, development form through the use of open space preservation and clustering. The White Tanks Gateway also offers an opportunity for a desert landscape interpretive center near the park entry in Surprise.



Hieroglyphic Mountains



The Hieroglyphic mountains form a northwest-southeast transect across the northern portion of the Surprise Planning Area. The Hieroglyphic mountain range consists of rugged, highly dissected mountains with numerous small, twisting canyons. The sloping plains and mountainous areas support diverse communities of flora and fauna. To provide for the long-term protection of ecological, geological, and scenic value, this area is well suited for a special district. The character of the area will be dominant in all land use decisions.

Corridors

Corridors connect the village, city, and other regional centers. More intense activity, such as a mixed-use development may be encouraged along corridors. Depending on the character of the area, however an avenue may take the form of a scenic parkway with mountains in the background. All corridors should be designed to allow for a variety of transportation facilities. The exact boundaries and character for the corridors will be identified in the community plan.

High speed Corridors

High Speed Corridors are corridors of regional or statewide significance that ensure a highly efficient movement of people and goods, and reduce the adverse air quality impacts of transportation. These corridors are vital to the economic vitality of the West Valley and generally connect population centers with significant recreational, commercial, industrial or institutional activity centers.

Transit corridors

With limited arterial streets and highway capacity, growing traffic volumes and congestion, and restricted opportunities for

new highways, it is time to develop high quality and attractive transit service in the corridor that is competitive with the private automobile in terms of travel time, cost, and convenience. Transit corridors are planned to be multi-modal and located to maximize ridership opportunities. High quality and attractive transit service has been known to stimulate desirable and positive land use development and redevelopment.



Scenic Corridors

These corridors consist of roads that have scenic and historic values that must be protected and that are inherent to Surprise. Along these roadways are also visible, the great variety, grandeur and beauty of the foothills landscape. It has become increasingly evident that an overlay based on the view corridors is a logical and practical approach to protecting resources in their natural setting.

2.1.3 Goals and Policies

Goal 1

The city of Surprise supports sustainable growth that ensures effective, efficient, and equitable provision of public services, land, and infrastructure.

Policies

- 1. Promote compact development.
- 2. Continue to regulate building intensity and population density according to the standards and land use designations set forth by the general plan and the city's municipal code.
- 3. Promote and provide incentives for infill development, redevelopment and growth in existing urbanized areas.
- 4. Encourage community and stake holder collaboration.
- 5. Make development decisions predictable, fair and cost effective.
- 6. Support the integration of mixed land uses into communities
- 7. Provide a variety of transportation choices.
- 8. Ensure a range of housing opportunities and choices.

Goal 2

Diverse, distinct, and well structured villages are located throughout the city.



Policies

- 1. Identify and evaluate potential village sites.
- 2. Foster the character of various villages based on their location and physical characteristics.
- 3. Designate a hierarchy of centers for citywide implementation.
- 4. Determine where village centers should be located within villages.

- 5. Ensure villages are strategically positioned to receive adequate public facilities.
- 6. Promote design guidelines for a complete and well-structured village.
- 7. Assure transit supportive density and design where such density can be adequately served by public facilities and services.
- 8. Research a system for the governance of the villages.
- 9. Evaluate a system to review and adjust the village plans every five years.
- 10. Require the villages to meets the community's needs for a complete, sustainable, and high quality living environments.

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2.2 Land Use Element

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2.2 Land Use Element

2.2.1 Introduction

The Surprise Planning Area is 309 square miles while the city's incorporated land area as of March 2008 is approximately 93.76 square miles. The land within the planning area is intended to represent areas in which the city of Surprise may consider annexing at some time in the future. Therefore, it is important to plan the area even though the city does not yet have legal authority over the land. By planning the area outside the incorporated boundaries and working closely with Maricopa County, it is the intent that the county will consider the Surprise General Plan 2030 when making decisions that might impact those lands that could be annexed by Surprise at some point in the future.





The city of Surprise distribution of land use patterns reflects the basic use and intensity to which land in the city is proposed to be developed (Map 2.2A). The Surprise distribution of land use patterns displays the broad designation and arrangement of land uses and densities. These broad designations, listed below, include residential, commercial, business/industrial, mixed use, activity centers, master planned communities, park and open space, and public use categories. A general description of the range of primary and supportive uses, gross residential densities, and other pertinent characteristics are identified. The Surprise distribution of land use patterns is implemented through more detailed village plans, city specific plans, land use codes, and other regulatory measures. These specific plans provide more detailed policy direction and development review criteria at the parcel level concerning the location, type, and intensity of residential uses, shopping and business centers, office and employment areas, parks, libraries, and other public buildings and services.

2.2.2 Discussion

A. Issues

Balance of Land Uses

The land use element identifies a preferred balance of land uses to ensure that infrastructure is maximized and adequate distribution of services, employment, and recreation are provided in proximity to where people live.

Land Use and Fiscal Sustainability

The city's economy is driven to a large extent by new growth and construction. Land use and economic planning must strive for diversity in the city's economic base and identify adequate land to attract income-generating uses, such as employment, office, and commercial development. To ensure community sustainability, the city of Surprise must balance current market trends in development with the need to provide the full range of land uses within the planning area.



Arizona State Land Ownership

Within the 309 square mile planning area, there is a mix of land ownership. The Arizona State Land Department (ASLD) administers substantial holdings throughout the planning area as shown in Map 2.2B. The city of Surprise has taken an active role in the planning of State Trust Lands located within the planning area and will continue to work closely with the ASLD. All of the State Trust Land in the planning area is subject to the 1998 Arizona Preserve Initiative (API) that is designed to encourage preservation of selected parcels of State Trust Land for open space in and around urban areas. State law details a process by which State Trust Land can be leased for up to 50 years or sold for conservation purposes. Leases and sales must occur at public auction.



Village Planning



The city of Surprise encourages development diversity and innovation through the village concept. Projects utilizing this process have the potential for mixed land use opportunities, a range of housing choices, from rural to high density residential development, open space and recreational opportunities, and an appropriate multi-modal transportation system connected to schools, libraries, parks, retail, and employment centers. Development agreements will be used to define appropriate development standards to ensure implementation of the goals, objectives, and policies of the Surprise General Plan 2030 and the *Surprise Design and Development Standards*. The Surprise General Plan 2030 designation of "Village" embodies the principles of the integrated community development process.



Proposed development projects will be evaluated on how well they connect to adjacent uses—existing and planned—and how they contribute to an overall character of the neighborhood and community through village plans. In locations where no village or corridor plan exists, the developer will work with the city to begin the process. It is the goal of the Surprise General Plan 2030 to create and maintain a unique "sense of place" for both visitors and residents.

Community Design

It is the city's goal to ensure that the planning area maintains an appropriate community form as Surprise's urban area expands in both physical and social aspects. The Surprise General Plan 2030 outlines policies to encourage a compact urban form in appropriate areas that maximizes infrastructure and encourages multi-modal transportation. The urban form is also defined by a comprehensive network of open space and trails that connect activity centers within the planning area as well as connecting to other regional park systems.

Range of Density

The Surprise General Plan 2030 identifies a balance of densities throughout the planning area that reflect community quality-of-life values and recognize the carrying capacity of the land. Recognizing that Surprise's future may carry a population close to one million people it is important not only to preserve rural and single-family housing choices but to secure higher density land uses. The higher density land uses not only serve as a way to provide more choices in housing, but are a necessity if Surprise is to care for a future population in a sustainable manner. Sustainable development can only occur when costs for services are targeted to a relatively smaller land area. Lower density developments will require greater expense toward infrastructure development and maintenance which must be recovered in higher density areas. Lower density areas may also face a lower total level of service (ex. fewer library or recreation resources) due to the cost required to cover a decentralized larger land mass.



Landform Diversity of Planning Area

The planning area varies in terms of terrain, vegetation, and landform. It is critical to be sensitive to this diversity and create a unique development pattern that is compatible with the natural environment. It is important to ensure that there are landmarks throughout the community that create a recognizable sense of place that is uniquely Surprise. The major components of this identity are described in the Community Design Element.

Luke Air Force Base

Luke Air Force Base (AFB) noise contours impact the southern portion of the planning area as well as around Luke AFB Auxiliary Field #1 located near the center of the planning area. The city of Surprise has and will continue to experience growth pressure in and around these facilities. The city is dedicated to ensuring land use compatibility within the noise contours. In addition the city supports the graduated density concept put forth by Luke AFB to protect their mission, by requiring developer compliance



B. Land Use Definitions

To assist in guiding growth and development consistent with the community's vision, it is important to understand the intent of the different land use districts designated on the Surprise Land Use Plan. The following definitions that relate to the designations on the Land Use Plan (see Map 2.2A) should be used in conjunction with the other land use policies and the other elements of the Surprise General Plan 2030. The residential land uses are characterized as a range of dwelling units per acre (DU/AC).

NOTE: Within all land use designations, actual uses within the high noise or accident potential zones of both Luke AFB and Luke AFB Auxiliary Field #1 shall be in accordance with Arizona Revised Statutes §28-8481(J).

Rural Residential [RR] (0-1 DU/AC)

The Rural Residential category is intended to be a setting for a predominance of large-lot single-family housing in a rural setting. Development in these areas consist mainly of homes with natural or consolidated open space on one acre lots (gross) or larger, ranging up to ten acres in more remote, unincorporated areas in the county. The basic character of development is rural, with most natural features of the land retained. Keeping of horses or other livestock is permitted in certain areas subject to the adopted *Rural Development Standards and Design Guidelines Policy*. Public services are not required at a level as great as in higher density development. Limited commercial development serving the neighborhood may be allowed with desert conservation integrated into the site design.



Airport Preservation [AP] (0-2 DU/AC)

The Airport Preservation designation is used to protect both general aviation operations in and around existing and future airports/airparks, as well as to support the mission of Luke AFB, protecting it from encroachment.

Land uses supported in this designation will include service uses, proving grounds, warehouse, business park, and/or manufacturing-type industrial uses where appropriate. This land use is encouraged within the F-16 and future F-35 high noise impact areas and under the 65 Ldn (day-night sound level) boundaries. All future development within this category inside the high noise impact area shall be in compliance with A.R.S. section 28-8481.



Suburban Residential [SR] (1-3DU/AC)

The Suburban Residential category is intended for large-lot, single-family housing. Suitability is determined on the basis of location, access, existing land use pattern, and natural and man-made constraints. Suburban Residential designated areas range from one to three dwelling units per acre (gross). In some areas, a mix of single-family, cluster single-family, duplexes and townhouses would also be suitable, provided that the average density of such areas does not exceed three dwelling units per acre. Limited Neighborhood Commercial is permitted in this category to serve local residents were deemed appropriate by the city. The designation may also include such supporting land uses as parks and recreation areas (either public or private) including golf courses, religious institutions, and schools. A full range of urban services and infrastructure is required.



Low Density Residential [LDR] (3-5DU/AC)

The Low Density Residential category is intended for predominantly single-family detached residential development. Residential densities of up to five dwelling units per acre (gross) are typical of this category. In general these areas are quiet residential

single-family neighborhoods but in some areas a mix of single-family homes, single-family clustered homes, duplexes, townhouses, and low rise apartments would also be suitable, provided that the average density of such areas does not exceed five dwelling units per acre. This designation may also include such supporting land uses as neighborhood shops and services, parks and recreation areas (either public or private) including golf courses, religious institutions, and schools. A full range of urban services and infrastructure is required.



The Medium Density Residential category may include detached or attached single-family residential developments. This category may also include a mix of single-family homes, single-family clustered homes, duplexes, manufactured, and modular homes, and townhouses. The gross density range for this category is five to eight dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and recreation areas (either public or private) including golf courses, religious institutions, and schools. A full range of urban services and infrastructure is required.

Medium/High Density Residential [MHDR] (8-15 DU/AC)

The Medium/High Density Residential category may include duplexes, manufactured and modular homes, apartments, townhouses, and other forms of attached or detached, or clustered housing on smaller lots. The gross density range for this category is 8 to 15 dwelling units per acre. This category may also include such supporting land uses as neighborhood shops and services, parks and recreation areas (either public or private) including golf courses, religious institutions, and schools. A full range of urban services and infrastructure is required.

High Density Residential [HDR] (15 and above DU/AC)

The High Density Residential category provides for apartment and condominium complexes at 15 gross dwelling units per acre or higher. This category shall also include supporting land uses within a ten minute walk such as



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commercial and employment opportunities, parks and recreation areas, religious institutions, and schools. A full range of urban services and infrastructure is required.

Agriculture [AG]

The Agriculture designation denotes areas that are intended to remain in agricultural production over the long-term. There are additional locations within the planning area that are expected to remain in agricultural production for the short-term. However, these areas are anticipated to transition to other land uses over time. According to Growing Smarter, agricultural land must be designated to provide residential development up to one dwelling unit per acre.



Commercial [C]

The Commercial designation, as shown on the Land Use Plan, denotes retail areas larger than 25 acres. These sites have now been incorporated into other land use categories. The original intention was to allow commercial uses to have direct access to major roadways. The city of Surprise, in the past, approved community and neighborhood commercial under 25 acres within other land use designations (i.e., residential) that may not be shown on the Land Use Plan, if appropriate. High Density Residential use that would serve as an accessory to the commercial use may be allowed conditionally to encourage mixed use development. As existing commercial land use properties are redeveloped outside of commercial uses a land use amendment will be required to conform to newer land use categories.



Mixed-Use [MU]

The mixed use category may include residential, commercial, employment, institutional and resort uses in a planned environment. Compatibility of uses is an important consideration for these areas, but traditional separation of land uses is neither appropriate nor encouraged. High density development and compact design can be fundamental elements of this category.



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Employment [E]

The Employment designation refers to appropriate areas where professional office, tourism/recreational uses (e.g., resorts, amusement facilities), service uses, office/warehouse, and/or manufacturing-type industrial uses is encouraged. This use allows incidental supportive residential in appropriate locations that is adequately buffered on a case-by-case basis. Supportive residential may be a component of an employment related development where deemed appropriate. The specific allowable use will be determined based upon the particular site, adjacent land use impact, buffering techniques, intensity of development, and traffic implications. However, the overall intent of this designation is to locate employment uses and generate jobs for Surprise. Where employment land use is designated in or around Luke Air Force Base F-16 and future F-35 Ldn contours, development must meet the requirements of A.R.S. Section 28-8481.



Open Space [OS]

This designation denotes areas that are to be precluded from development except for public or private_recreational facilities or nature preserves. Open space areas should be left in a natural state due to topographic, drainage, vegetative, and landform constraints or the need to provide buffers between potentially incompatible land uses. The plan strives to create a linked open space system through the preservation of washes, public utility easements, and major corridors that link to the regional park and trail systems. State Trust lands or privately held lands identified as park or open space may be developed at a maximum of one dwelling unit per acre per Growing Smarter legislation.

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Public Facilities [PF]

This designation denotes acreage dedicated for public or semi-public uses that may include police/fire substations, schools, libraries, community centers, churches, wastewater treatment plants, etc. The boundaries of the land use designations (i.e., districts and district boundaries) are located along significant natural or manmade features wherever possible to assist in identification. These features include drainage ways, washes, roadways, existing subdivisions, land ownership, power lines, or existing development areas. These boundaries represent general recommendations for future development and locations that have been developed. However, the precise location of the boundaries may not always be exact or critical. Variations of several hundred feet, particularly where no significant natural or man-made features are present, may be acceptable. It will be the responsibility of the City Council, with recommendation from the Planning and Zoning Commission and Surprise Community Development Department, as well as guidance provided by the Surprise General Plan 2030, to establish and define the boundaries if questions arise.



Within the planning area, the Volvo Corporation has a proving ground that is used to test new vehicles and equipment. This use is expected to continue in the future.





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Landfill [LF]

The Landfill designation is where the Northwest Regional Landfill (1,200 acres) is located. The fairly new landfill has an 80-year life span. Therefore, this use will continue in the foreseeable future.

Military [M]

The Military designation is land owned or leased by Luke Air Force Base and is intended for air base-related uses. Auxiliary Field #1 has a runway that is used to train military pilots as well as uses such as small target practice. This use is intended to continue into the foreseeable future.

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2.2.3 Goals and Policies

Goal 1

The city of Surprise has a sustainable balance of land uses.



Policy

- 1. Incorporate desired land use balance goals into the general plan when possible.
- 2. Preserve the balance of land uses when making land use changes.
- 3. Assure sufficient land for a variety of uses, facilities, and services needed to serve present and future residents.
- 4. Encourage residential land uses to be located in close proximity to jobs centers to reduce travel times.
- 5. Promote medium and higher density land uses near major transportation routes and transit centers.
- 6. Require land use changes to be based on review of all general plan elements.
- 7. Assure land use changes are based on review of sustainability ideas.

Goal 2

Land use changes in Surprise are fiscally sound



Policies

- 1. Foster sound use of economic resources and natural amenities in land use decisions.
- 2. Encourage well managed and phased growth and development to achieve orderly, directed development.
- 3. Consider fiscal impacts on city budget when making land use decisions.
- 4. Foster land uses that balance the city job-housing ratio.
- 5. Support compatible land uses adjacent to important employment and resource centers (ex. Volvo proving grounds, landfill, Thunder Ridge Airpark).

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Land uses create a development pattern that support a village planning strategy.



Policies

- 1. Promote a compatible mix of land uses throughout the planning area that support a village planning process.
- 2. Require master planned communities to be reviewed for land use impacts and treatment of edges to support village planning processes.
- 3. Foster land use changes work to create a regional community design.
- 4. Promote density ranges that are located where appropriate according to village plans.
- 5. Encourage cooperation with the Arizona State Land Department to plan land uses in advance of development.

Goal 4

Land use changes are compatible with the terrain they affect.





Policies

- 1. Support land uses that are compatible with terrain around White Tank and Hieroglyphic Mountains.
- 2. Consider preserving major washes as open space land use for preservation and recreation uses.
- 3. Promote cluster development to preserve open space around foothills, mountains, and washes.
- 4. Foster land use choices that support desired scenic corridors.
- 5. Establish a hillside preservation ordinance to protect slopes.

The continuing mission of Luke Air Force Base (AFB) will be considered when making any land use changes.

Policies

- 1. Ensure compatible future land use and development patterns adjacent to and surrounding Luke AFB.
- 2. Continue to communicate with the public about the importance of Luke AFB to the West Valley and the city of Surprise economy
- 3. Continue to foster a close working relationship with the officials of Luke AFB to discuss and share information about future plans and operations at the base.
- 4. The city of Surprise recognizes the 1988 noise contours around Luke AFB (shown on the land use plan) and will update the noise contours as the mission of the base changes.
- 5. The City of Surprise recognizes the high noise and accident potential zone and associated land uses around Luke Aux-1 and will update the noise contours as the mission of the base changes.
- 6. Luke AFB noise contour lines are established based on description or determinations of a legal nature and approved by the city.

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2.3 Conservation, Rehabilitation and Redevelopment Element

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Historical and Cultural Preservation	
Revitalization	
Redevelopment	
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2.3 Conservation Rehabilitation and Redevelopment

2.3.1 Introduction

The conservation, rehabilitation, and redevelopment element recommends strategies to protect stable areas, to rehabilitate those with moderate levels of deterioration, and to redevelop those areas that are deteriorated or transitioning from their present land uses.

Redevelopment improves the quality of the built environment, encourages appreciation for the city's history and culture, maintains the character and identity of communities, and contributes to the city's economic vitality. Several factors create the pressure for rehabilitation and new development: among them are population increases, economic activity, the failure of existing building stock, and the demand for higher living standards.

Another aspect of the element is to guide the preservation, protection and restoration of historic and cultural resources so that a clear sense of how the city gained its present form and substance can be maintained. The barriers and opportunities to supporting and maintaining viable and healthy neighborhoods and commercial and employment centers vary considerably, from the oldest central city neighborhoods to the newer areas being developed in the city's five outlying growth areas. Most of Surprise's housing stock is less than 10 years old. However as the city ages, the neighborhoods and homes also continue to age. It is critical to ensure that homes and neighborhoods maintain the quality residents have come to expect.

2.3.2 Discussion

A. Historic and Cultural Preservation

Historic and cultural resources include elements from the built environment such as structures, districts, landscape features, including significant trees and plantings, and other natural or designed features, interior elements and fixtures designated in conjunction with a property, significant archaeological sites, and traditional cultural properties. By tracing and preserving its past a city can gain a clear sense of the process by which it achieved its present form and substance. Surprise is a relatively new city, yet there are examples of boom and bust periods of development of the city's core, early infrastructure and transportation routes, the spread of development outward, and continued military presence. The identification,



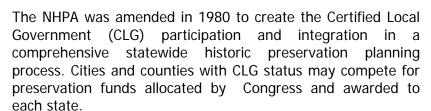
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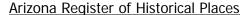
evaluation, registration and protection of these resources, and the preservation of Surprise's past for its current and future residents are the essential components of this section.

Legal basis for Historic preservation

Federal law

The National Historic Preservation Act (NHPA), enacted in 1966, established the National Register of Historic Places, authorized funding for state programs with participation by local governments, created the Advisory Council on Historic Preservation and established a review process for protecting cultural resources. The NHPA provides the legal framework for most state and local preservation laws. The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. It is part of a national program to coordinate and support public and private efforts to identify, evaluate and protect historic and archeological resources.





The Arizona Register of Historic Places is the state's list of districts, sites, buildings, structures, and objects worthy of preservation. Arizona has adopted the National Register of Historic Places criteria for evaluating eligibility for the state register. The Arizona Historic Sites Review Committee is Arizona's official State and National Register of Historic Places review board as mandated by state law and federal regulations. A listing on the Arizona Register of Historic Places protects and preserves a property by recognizing and appreciating historic properties and their importance, but does not prevent demolition of the property.





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Surprise Planning Area History

Although known documented history of the region dates back to the 1800s, the city of Surprise itself was founded in 1929, by real estate developer and state legislator Homer C. Ludden who named it after his hometown of Surprise, Nebraska. Ludden subdivided the one-mile square parcel of land to build inexpensive houses for agricultural workers. The land was extensively used as irrigated farmlands and orchards and is now affordable real estate.



Early history of the region has a strong correlation to the Santa Fe, Prescott and Phoenix Railroad (SF&PPR), built in the 1890s by an entrepreneur named Frank Murphy. It connected the northern part of Arizona with Phoenix and speeded Phoenix's rise to economic supremacy in the state. There has been some mention about a development in the Bell Road-Grand Avenue area known as Beardsley. Beardsley was originally a station which honored Will H. Beardsley. For years it served as a sheep shearing point on the SS&PPR. Until the 1940s there were still corrals and residences. Expansion of the railroad right-of-away required the site to be bulldozed out of existence. The post office operated only in the year 1936. Beardsley was also the original junction of the branch of the SF&PPR (*Railroads of Arizona, Vol.5 by David F Myrick, submitted by Paul S Hodson.*) to McMicken. The junction was later relocated to Ennis 4.5 miles east of Beardsley. William Beardsley's name is also associated with an irrigation project in the 1880s. His company, the Agua Fria Construction Company built a canal named the Beardsley Canal, from Lake Pleasant to ranches as far as 30 miles away.

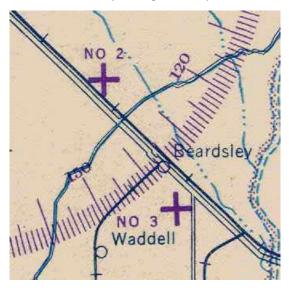
The Beardsley Canal that dates back to 1888 has been assigned an Arizona Site Museum (ASM) site number and is eligible for inclusion into the National Register of Historic Places (NRHP). There are also a few prehistoric Hohokam sites recommended as eligible for listing in the NRHP for their potential yield of information on Hohokam subsistence and settlement strategies in the lower Agua Fria River drainage.

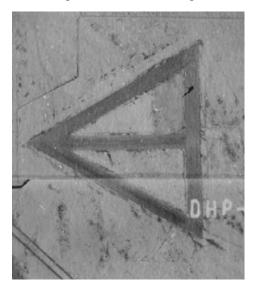
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The Surprise Planning Area was also home to three of the Luke Air Force Base (AFB) airfields, Luke AFB Auxiliary Airfield #1, Beardsley Auxiliary Army Airfield #2, and the Beardsley Auxiliary Army Airfield #3. The Beardsley Auxiliary Army Airfields #2 and #3 were built during World War II as part of a large number of satellite airfields for Luke AFB, which was the largest single-engine advanced training base in the world during World War II. According to the history of Luke AFB, the origination date of Beardsley Field #2 is lost to history.

The Airfield #3 was built after 1941, and according to an Army Corps of Engineers Report, the 656 acre property for Luke Auxiliary Airfield #3 was originally acquired in 1942. The airfield property was conveyed to the city of Phoenix in 1949. However, the entire property was leased again from the city of Phoenix in 1949 and the air field was reestablished for military use. Luke Auxiliary Airfield #3 was depicted as an active airfield on the 1956 Phoenix Sectional Chart (courtesy of John Voss), which described the longest runway as being a 3,800' hard-surfaced strip. The military lease was once again terminated in 1957. The lease release documentation contained a clause prohibiting use of the land as an air field as long as Luke AFB is used as an air field. Luke Auxiliary Airfield #3 was depicted as a closed airfield on the December 1976 Phoenix Sectional Chart (courtesy of Chris Kennedy). The city of Phoenix in 2002 exchanged the Luke Auxiliary Airfield #3 property for another parcel of nearby land.

Other unincorporated areas located within the Surprise Planning Area also have historic documentation, especially development related to mining and homesteading activities.





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Waddell – Waddell found its roots in 1910s primarily as an agricultural town. Donald Waddell, the founder, was originally from New York and, along with other farmers in the area, was instrumental in getting the Lake Pleasant Dam established. Mr. Waddell was also highly active in getting the rail spur to run along Cotton Lane up to Indian School Road. A post office and a store were located at the corner of Cotton Lane and Waddell Road along with a cotton gin. The rail spur came through there and often acted as a focal point for the labor camp that housed farm workers from Mexico.

Morristown – The first known name for Morristown was Vulture Siding. In 1897 after the importance of Vulture Mine faded, the name of the place was changed to Hot Springs Junction because at this station passengers disembarked from the train to take a stage to Castle Hot Springs. The name was later changed to Morristown to honor the first inhabitant at the place, George Morris, the discoverer of the Mack Morris Mine in Gila County. A post office was established on December 30, 1897, Lee H. Landis postmaster, Wells Fargo Station, 1903, (Hot Springs Junction). The Morristown store, formerly the Morristown Hotel also located within the area and is listed on the National Register of Historical Places.

Reference: Barnes, *Arizona Journal Mining*, November 4, 1897, 4:2, 16, p.356; P. O. Records, Maps: C-9, C-12 (Hot Springs Junction)

Wittmann: Former and merged names for the Wittmann area include Nadaburg. Lore has it that a lone rider was looking for a town between Phoenix and Wickenburg and he came across an old Indian, a Mexican or some say a German railroad worker. When he asked if there was a town nearby, he was told Nada, Nada burg. Nada is Spanish for no or nothing, burg of course refers to a town. There was nothing there. By the early 1900s the Santa Fe Railroad ran west out of Phoenix and there was a mail drop called Nadaburg. William Hovey Griffin filed a homestead claim on the section of land known as Nadaburg. The community was named after an investor who financed rebuilding of the Walnut Grove Dam, a dam that collapsed in the winter of 1889/90 killing several dozen workers. In November 1929 Joseph Wittmann filed the Wittmann Irrigation Project in an effort to bring water to the



area. In the 1930s by mutual agreement, the settlement's name was officially changed to Wittmann to honor Joseph Wittmann and his promise of irrigation water.

Surprise has experienced tremendous growth in the years since it was founded and has burgeoned to a population of 107,593 (2008) from a population of 44 in 1929 at the time of Ludden.

B. Revitalization

Revitalization in Surprise focuses on:

Maintenance and Preservation

Property conditions and the adequacy and quality of an area's public infrastructure provide an indication of a neighborhood's ability to maintain its character, quality, and value. Good property conditions make for more livable, attractive, and identifiable neighborhoods, better able to support private reinvestment.

The city of Surprise Code Enforcement section enforces property maintenance ordinances city wide in conjunction with the maintenance provisions of the *International Building Code*. The ordinances apply to undeveloped and developed private properties. Common property violations include accumulations of trash or junk, inoperable vehicles on private property and graffiti on private property.

Neighborhood revitalization

As areas within the city age, neighborhoods may fray from disinvestment in the community. It is very important to identify and capitalize on the assets of the neighborhood to address the deficiencies in other areas of the community. The goal would be to improve the neighborhood in a variety of efforts—commercial, institutional, and recreational-to improve the neighborhoods in a broad-based way.





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C. Redevelopment

Adaptive reuse of obsolete development

The identification of land with reuse potential is a key element of the rehabilitation and redevelopment strategy. Infill opportunities however are useful for exploiting obsolete uses and buildings to meet the needs and aspirations of the city. Redeveloping obsolete industrial, commercial, or residential sites or redeveloping brownfield sites reduces urban sprawl and enhances the inner city environment. Planning for sustainable uses can help regenerate rundown areas at a number of levels, from neighborhood to region.



Redevelopment generally involves the improvement of an area that was developed at some time in the past but presently suffers from real or perceived physical deficiencies such as deterioration or blight or as a result of changing social and market conditions. Deterioration and blighted areas generally have physical and economic conditions, which constitute a danger to the health, safety, and general welfare of the people of the community. Blight is an area-wide concept. Where conditions of blight predominate an area, individual properties that may be in good condition can be included if they are part of the area.

Redevelopment may include, in addition to blighted areas, lands, buildings, or improvements which are not detrimental to the public health, safety, or welfare, but whose inclusion is found necessary for the effective redevelopment of the area of which they are a part. However, these parcels are threatened by other parcels which exhibit a variety of conditions of blight including deterioration, safety hazards, crime, economic maladjustment, depreciating property values, stagnant population, and the unproductive use of the land.







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Public/private Partnerships

It is becoming increasingly popular for governments to act in concert with private developers to effectively take advantage of the best that both have to offer. These consortiums have become an important vehicle by which redevelopment is implemented.

Public Improvements and Community Facilities

Although most frequently associated with older central cities, public actions to promote reuse and development of underused and vacant sites may also be critical to the continued economic viability of maturing suburban cities and towns and even rural communities. Redevelopment and revitalization may be the best options available to cities trying to respond to new market demands, and population growth can help older urban and suburban areas to maintain their desirability as places to live and conduct business. The Surprise General Plan 2030 recognizes the need to promote and implement redevelopment in the following areas:

Original Townsite: Property maintenance and underutilized land, limited transit service, infrastructure impediments, park improvements, and street lighting.

Section 10 – Street lighting, infrastructure, and transit services.

2.3.3 Goals and Policies

Goal 1

Historic and cultural resources are preserved, protected and rehabilitated to maintain a sense of the city.

Policies

- 1. Protect historic neighborhoods and buildings by designating them as a historic preservation zone.
- 2. Identify and promote the preservation of areas that exhibit unique cultural or character attributes.
- 3. Develop area plans and accompanying provisions that recognize and preserve an area's unique attributes.
- 4. Investigate regulatory and voluntary methods to identify, assess and preserve archaeological and historic resources in both public and private development projects.
- 5. Maintain landmarks and aspects of Surprise's heritage that foster its unique identity.
- 6. Support the continuation of active industry including rail dependent land uses, within the community to provide a balance of land uses and the maintenance of the rail as a provider.
- 7. Actively pursue a program to identify, document and evaluate the historical and cultural resources in the city of Surprise.
- 8. Foster greater public participation and education in historical and cultural resources.
- 9. Encourage the participation of the city's rich diversity of ethnic groups in an effort to preserve historical and cultural resources through outreach to assist historical society's documentation of oral histories.
- 10. Encourage the use of local history themes in some public art projects.

Maintenance and preservation of property conditions are encouraged and enforced to ensure the quality, safety, and livability of Surprise neighborhoods.

Policies

- 1. Enhance education efforts for neighborhood groups to learn about property maintenance issues, property standards, enforcement procedures, and zoning.
- 2. Strengthen compliance with zoning ordinances and other codes to enhance neighborhood stability.
- 3. Promote actions that keep neighborhoods clean and free of graffiti and debris.
- 4. Minimize illegal dumping and encourage and support neighborhood cleanup activity.
- 5. Assist neighborhoods and lower-income households through programs and actions that improve property maintenance and eliminate illegal uses.
- 6. Improve neighborhoods by rehabilitating sound but aging housing and improving obsolete or absent infrastructure.
- 7. Village plans must be revisited every five years to ensure the livability of the neighborhoods within.

Goal 3

Comprehensive revitalization efforts are focused in targeted areas to maximize the impact of scarce resources.

Policies

- 1. Install public improvements in targeted areas where needed, to encourage and strengthen rehabilitation and redevelopment activity.
- 2. Develop program measurements and evaluation as part of an area's revitalization planning process.
- 3. Continue the city's commitment to revitalize and redevelop the Original Town Site area.
- 4. Support private economic development efforts in targeted areas with public improvements and community facilities when needed.

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Appropriate reuse and rehabilitation of vacant and obsolete buildings are encouraged.

Policies

- 1. Consider programs to promote the adaptive reuse and modernization of outdated commercial centers.
- 2. Develop incentive programs and provide technical assistance for area compatible reuse of commercial centers.
- 3. Encourage the redesign of strip centers to pedestrian-friendly, mixed use development compatible with adjacent neighborhoods.
- 4. Prepare market studies and marketing materials for targeted areas experiencing a concentration of redevelopment sites.
- 5. Create an inventory of vacant structures available and inform potential users and the real estate community of their redevelopment potential.

Goal 5

Business and community-based efforts to stabilize and enhance neighborhoods are given full support.

Policies

- 1. Encourage and facilitate community partnerships with city departments to access city programs and solve issues.
- 2. Continue to support revitalization efforts through awards and recognition efforts.
- 3. Identify and promote public/private partnerships focused on revitalization efforts.
- 4. Pursue public/private partnership opportunities for housing and neighborhood development.

Redevelopment and revitalization of deteriorated and blighted areas are encouraged.

Policies

- 1. Determine appropriate areas for municipal investment in redevelopment/revitalization and prioritize for implementation.
- 2. Enhance pedestrian connections and destinations in revitalization areas.
- 3. Enhance the provision of, and access to, transit within the revitalization area.
- 4. Create a safe environment for residents within revitalization areas.
- 5. Establish a Neighborhood Preservation Program in revitalization areas.
- 6. Identify the most viable organizational structure to manage revitalization activities.

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2.4 Housing Element

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2.4 Housing Element

2.4.1 Introduction

The Arizona Legislature requires that general plans include a housing element to adopt land use plans and regulatory systems that provide opportunities for and do not unduly constrain housing development. Housing in the city of Surprise traditionally has been shaped by market factors, including consumer preferences, land availability, and household size. Since the mid-1990s the city, like many other communities throughout the nation has experienced phenomenal growth in residential development. In the future the same housing issues which historically have concerned the nation will present both a challenge and opportunity for the city. The plan effectively for housing need to with quality neighborhoods is and will continue to be a priority since residential land uses are predominant within the planning area. The purpose of the housing element is to:

- Create a policy foundation for housing strategies that considers each community's character.
- Guide zoning and other regulations.
- Address changing needs in the city.
- Preserve and improve existing neighborhoods.
- Comply with state law requirements.
- Address affordable housing as a critical need.

2.4.1 Discussion

A. Existing Conditions

In 1990, the federal government adopted the National Affordable Housing Act. This legislation created some new federal housing programs and consolidated planning and reporting requirements for several programs which are administered by the U.S. Department of Housing and Urban development (HUD). Beginning in 1995, cities, counties, and states were required to develop a five-year Consolidated Plan and update it each year with an annual strategy for investing funds. The five-year plan contains a description of community needs, goals, and priorities in the areas of affordable housing,

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human services, public facilities, and other programs designed to improve the quality of life for low and moderate income residents of the community.

The Surprise vision promotes and encourages healthy, identifiable neighborhoods whose character and lifestyle are strengthened by infill and rehabilitation measures and by preservation of the existing housing stock. Housing measures are good indicators of the state of housing in the community, especially when compared to each other. Key housing measures as identified below are based on reasonably available data elements with a focus on either the physical housing stock or on the characteristics of housing occupants. Measures may include:



- Housing form and characteristics: What kind of housing is in our community (single-family, multi-unit, number of rooms, floor area?).
- Housing Condition: What is the condition, state of repair, or level of maintenance of the housing in our community?
- Value and /or Investment in Housing: What are the economic impacts of housing in our community?
- **Development**: Where are new units being built, what kind of units, and what is the impact on the existing stock (i.e. conversions, demolition)?
- **Amenity**: What services are provided with housing (daycare, meals) or nearby (schools, shopping, parks)?
- **Supply**: How many of each type of housing is available in the community (single family, executive, seniors)?
- **Income**: What are the ranges of income being housed in our community?
- Cost/Affordability: How does the cost of housing compare to the ability of our community residents to pay for it?
- Tenure: Who owns our housing (rental, ownership, lifelease, condominium)?
- Stability: Are our residents staying put in our neighborhoods, or moving around a lot? Are our neighborhoods growing or declining in population?





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- **Target populations**: Are the special needs of some of our residents being met in the housing market (people with disabilities, the homeless)?
- **Housing Resources:** Providing pre-purchase and post-purchase educational services, housing counseling services, and opportunities for community revitalization.
- **Jobs-Housing Balance:** Surprise faces the critical challenges of providing and locating housing and jobs in proximity to one another.
- **Market Forces:** The national and regional economic conditions have a strong impact on the homeownership rate.



Housing Stock

While the city's housing supply is large enough to meet demand, there is a significant disconnect between the supply of housing units and the location, price, and quality of the housing units. The housing stock has been growing and stands at 43,142 units as of January 1, 2008. This includes single-family units, multi-family units and mobile homes. An average of 4172 units has been built each year from 2000 through 2007. The average household size is now 2.61. More than half of Surprise's housing stock was built after 2000.



Housing Form and Characteristics

The housing stock in the region has been heavily influenced by Spanish, Craftsman, Bungalow, Prairie, and Ranch styles, each adding its own flavor to the local architecture.

The guidelines for home building focus on architectural design elements, such as quality, scale, volume, height, materials, visual axes, roof profiles and proportion. While architectural aspects are important, social-cultural context is also an important element of a home. Keeping in mind the architectural aspects as well as the socio-cultural context, the design guidelines encourage high quality design which evokes a sense of place, displays an appropriate scale and intensity, and creates a positive visual identity and image for each community. Following are the most important aspects of individual housing units:

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Location

- Site Visual impact, layout and landscaping.
- Site Open space.
- Site Routes and movement.
- Unit size.
- Unit Layout.
- Unit Noise, light, and services.
- Unit accessibility and visitability.
- Unit Energy, green, and sustainability.
- Unit Lifecycle issues.
- Performance in Use

Builders are also encouraged to be cognizant of the changing needs of a person's life.. A lifecycle house includes fixed accessible features (wider doors and halls, open floor spaces, clear traffic patterns, etc.) and adaptable features such as wall reinforcement for grab bars and removable base cabinets for future knee space.

Housing Condition

Most of the city's housing stock is less than 10 years old. However as the city of Surprise ages, neighborhoods and homes also continue to age. It is critical to ensure that homes and neighborhoods maintain the quality residents have come to expect. Deterioration is determined by homes in need of paint, new roofs, landscaping in disrepair, and building code violations. Today Surprise prides itself in its quality neighborhoods and consistent oversight will be required to maintain these neighborhoods long-term. As the older communities such as the Original Town Site area and the residential neighborhoods in Section 10 ages, conservation policies are needed to sustain positive neighborhood characteristics after the homes are built.



Value and /or Investment in Housing Development

Housing contributes to the local economy in two ways: through private investment and consumption spending on housing services. Residential investment includes construction of new single-family and multifamily structures, residential

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remodeling, production of manufactured homes, and broker's fees. Consumption spending on housing services includes the amount of rent paid by tenants and the imputed value of housing services to home owners. Homebuilding generates income and jobs for local residents, as well as revenue for local governments. Home building also imposes costs on local governments that supply education, police and fire protection, and other public services to support the new homes. Therefore the economic benefits of the home building include the effect of the construction activity itself and the impact that occurs when the new home is occupied.

Development:

The majority of the housing development in Surprise is occurring in Special Planning Area (SPA) 1 and SPA 2. At present SPA 2 has a majority of single family homes under construction while SPA 1 shows a mixture of single and multi family developments.

Amenity:

Amenities that a neighborhood or the city can provide guide the choices that residents and business leaders make in selecting where they want to live and work. These services and perceptions are often what define a region both internally and externally and are critically important to neighborhood revitalization efforts. Examples of the amenities that influence the quality of life include environmental aesthetics, performing and visual arts, cultural and educational events, music, sports, parks, museums, gardens, and other leisure activities.

Supply:

The city of Surprise's housing mix is deficient in higher-end executive housing. Surprise has not been able to attract developers to build higher-end housing. Providing the full range of housing is critical for the city's economic development effort.





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Income:

Since 1990 the median household income for Surprise residents has more than doubled rising to nearly \$60,190 per household in 2006. This income is almost 7.5 percent higher than Maricopa County median household income of \$52,521. Roughly 43.3 per cent of households earned between \$50,000 and \$100,000 in 2006. The largest proportion of Surprise households (24.6 per cent) earned between \$50,000 and \$75,000 in 2006.

Cost/Affordability

The city of Surprise is recognized for its affordability. First time homebuyers have been able to purchase quality homes in master planned neighborhoods. Monitoring housing affordability as the city matures will be important. The key is to ensure the widest range of housing to meet the needs of a growing city.



Household tenure and composition:

As of January 1 2008, there are 43,142 housing units in Surprise. Out of that 83.3 per cent of the housing units are owner occupied and 16.7 per cent of the housing units are renter occupied. 17 per cent of the housing units are vacant. 67 per cent of the households are married couple families while 10 per cent are other family households. Single person households represent 19 per cent of the total households. There are about seven per cent elderly households in the city according to the 2006 census.



Stability

The linkage between household stability and residential mobility underlie patterns of population change in the city. Research in the past has shown considerable flux in the Phoenix metropolitan area. Owners in older neighborhoods are more likely to change living arrangements than to move. Mobility exceeds household instability in areas where non-families are disproportionately represented; instability in household status exceeds mobility where families dominate. Whether the stability and mobility patterns have changed has not been accurately documented for the city of Surprise.

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¹ Mobility status refers to the movers and stayers, whereas stability refers to household status







Lifecycle stage has a lot to do with the household stability and mobility of households. The concept of lifecycle is particularly difficult to measure. The sociological concept identifies a number of phases: pre-marriage, married, pre-child, child-bearing, child-rearing, and post child. The concept of lifecycle housing provides residents with the option of staying in Surprise after they have outgrown the traditional single family home. As a family matures, its members have different housing needs. The children of Surprise residents should have affordable rental or ownership opportunities available to them when they are ready to leave home. Older residents should be able to find low maintenance and/or specially designed housing when the single family home becomes too much for them. Such "lifecycle" housing conditions promote stability within the city.

Target populations

It is the city's goal to ensure that the community offers a mix of housing choices for a variety of family types and sizes.

People with disabilities

The aging population, as well as people with disabilities, creates an increasing need for housing that is accessible for occupants as well as visitors. The Census Bureau reports that the United States population 65 years and older is expected to double within 25 years. Accessibility can be improved with the concept of visitability and even more so with universal design. Universal design incorporates features that make homes adaptable to persons who require barrier-free access without negatively impacting curb appeal or value. Many universal design features make a home more convenient and mitigate common household safety hazards.

Elderly

In recent years several age-restricted neighborhoods have been developed in the city of Surprise. The city has supported these developments as a way of meeting another segment of the housing market.

Homeless

Although the causes and factors associated with homelessness are complex, there are consistent, identifiable contributing factors for both individuals and families in urban and rural communities in Surprise. This includes poverty, domestic violence, substance abuse, health, and general mental health issues any one of which can and do exacerbate the downward spiral to homelessness. Strategies focusing on housing and housing supportive services are necessary to prevent and end homelessness, and to re-establish homeless persons within a community.

Housing Resources

As federal resources for affordable and supportive housing shrink, the remaining federal resources such as the Community Development Block Grant, the HOME investment partnerships program, Housing Choice Vouchers, Low-Income Housing Tax Credits, and USDA rural housing programs become critical and need to be protected. Regional and local governments are increasingly dependent on resources such as housing trust funds and housing bonds to support affordable housing development.

Jobs/Housing balance

Jobs/housing balance is a measure of the harmony between employment and dwelling units in a specific area. A low jobs/housing ratio (below 1) indicates a housing rich community while a high jobs/housing ratio (above 1) indicates an employment center. In a balanced community most residents work relatively close to home, at least in theory. Even though many residents would still commute out of the area by choice or necessity, research indicates that in areas where jobs and housing are in balance, people on average do in fact commute shorter distances and spend less time in their cars, reducing transportation related environmental impacts and providing an improved quality of life. Surprise does not appear to be in balance, with an overall jobs/housing ratio of 0.37.



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Market Forces

No plan is complete if it fails to consider the external forces that support or constrain success. Owner-occupied homes constitute the nation's and the city's largest form of privately held capital. Therefore national and regional economic conditions have a strong impact on the homeownership rate. Market interest rates have had an important role in the affordability of homeownership as evident in the early 2000s. Counteracting the positive effect of affordable credit were the substantial increases in home prices in some regions. The housing boom in turn led to predatory lending practices and the Federal Bureau of Investigation reported a sharp increase in mortgage fraud during 2004. After years of stellar growth, residential housing, and housing finance markedly slowed in 2007. Regular reports on significant increases in mortgage foreclosures, especially among borrowers who financed with sub-prime mortgages were prevalent in 2007. These widespread foreclosures have repercussions not only for borrowers and lenders but also for neighborhoods, credit availability, and even financial markets.

Strategies

Providing safe, decent housing that is not overcrowded and will not overburden a household financially is critical for the well-being of individuals, families, neighborhoods, and the community as a whole.

The housing element emphasizes strategies that collectively address the availability of, affordability of, condition, and access to housing by the general population as well as special needs groups. Strategies include:

- Adequate supply of land for housing.
- Preservation of existing housing and neighborhoods.
- Improvement of housing opportunities for special needs groups.
- Provision of affordable housing.
- Awareness of market forces.

Future Needs

The housing element plans and provides for safe, affordable housing which meets the needs of the communities that comprise the region. These communities are committed to accomplishing all they reasonably can to ensure an ample mixture of available housing and to address the special housing needs of the elderly, people with physical and emotional disabilities, the homeless, and those requiring group and foster care. The local governments, in partnership with the private sector, will work toward the provision of assisted housing for persons and families of low and moderate income within the region.

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The future need for housing is determined primarily by the forecasted growth in households in a community. Each new household, created by a child moving out of a parent's home or by a family moving to a community for employment creates the need for a housing unit. The anticipated housing needed for new households is then adjusted to account for an ideal level of vacancy needed to promote housing choice, moderate cost increase, avoid the concentration of lower income households, and to provide for replacement housing.

Arizona Revised Statutes requires that the Housing Element contain a "statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing." This section contains the city's goals and policies to implement the city's housing program. Goals and objectives were developed in direct response to the observed needs for the Surprise area based on housing need assessments conducted during preparation of the Housing Element.

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2.4.3 Goals and Policies

Goal 1

Available housing resources in the city are maximized.





Policies:

- 1. Encourage and support federal, state, local, and private programs that provide resources for those in need of safe affordable housing.
- Support financial assistance programs that serve to increase home ownership for low and moderate income residents.
- 3. Promote programs that offer counseling on the responsibility of home ownership and debt management, home loan information, and technical assistance to potential home owners from all segments of the population.
- 4. Encourage and support programs that provide a mix of services to elderly residents, including but not limited to assistance with financial, transportation, and social/isolation issues, to enable them to remain in their houses.
- 5. Continue to work with county, state, and federal agencies to receive a reasonable share of funding for housing.
- 6. Continue to streamline the permit application process to reduce the length of time for review and approval.
- 7. Appropriately amend the zoning ordinance to establish clear development standards, review, and approval procedures for a variety of housing types, including but not limited to multi-family housing.

Goal 2

Adequate housing sites and opportunities are provided for all types of households.





Policies

- 1. Maintain an adequate supply of appropriately zoned land with amenities to accommodate the projected housing needs.
- 2. Review and adjust city residential development standards that are determined to be a constraint on the development of housing.

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- 3. Support well designed and compatible second units and carriage homes and other conventional housing opportunities such as live-work spaces.
- 4. Support transit oriented residential development along transit corridors.
- 5. Promote and facilitate the build out of vacant and underutilized urban land through infill, reuse, and redevelopment activities as appropriate for housing.
- 6. Research all appropriate state, federal and private funding and programs for the development and rehabilitation of housing affordable to very low, low, and moderate income people.
- 7. Continue to work with non-profit home builders (ex. Habitat for Humanity) on infill and redevelopment projects.
- 8. Encourage the development of a variety of housing styles and lot sizes to accommodate all types of households.
- 9. Allow flexibility within the city's standards and regulations to encourage a variety of housing types.
- 10. Research potential zoning and building codes that allow for visitability or easier conversion of a home to accessibility needs.
- 11. Research, define, and set a desired level of affordable housing in Surprise.

Energy conserving programs are supported, developed, and incorporated in the building or rehabilitation of housing to reduce household energy costs.

Policies

- 1. Support LEED (Leadership in Energy and Environmental Design), or similar standards, that provide certifications to buildings and neighborhoods exceeding minimum efficiency energy standards.
- 2. Administer the Tree Planting Program to provide shade and to help with neighborhood revitalization and beautification.
- 3. Research and create "Green Building Standards" for all new residential housing.

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2.5 Economic Development Element

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2.5 Economic Development

2.5.1 Introduction

The Economic Development Element provides guidance and direction for planning to establish a fully integrated municipal economy where business, industry, commercial, professional, retail, and other employment opportunities are identified, solicited, and facilitated in an active program of business development. Quality of life issues are directly dependent on an integrated economy to minimize long commutes to jobs in the central valley and elsewhere.

The Economic Development Element provides a general foundation for building the local economy. Its purpose is to serve as the city's policy support for the implementation of the *Surprise Economic Positioning Framework*.

2.5.1 Discussion

A. Principles

Creating a Desirable Community

Desirable communities are those containing the critical components that promote quality of life. A quality education system, enhanced entertainment, arts and cultural amenities, and recreation opportunities are some of the components that make a community desirable.

Developing an Educated and Skilled Labor Force

An educated and skilled workforce is crucial to the overall economic development success of the city. Collaborations with educational institutions and the business community are encouraged to ensure that current and future residents are afforded the opportunity to remain competitive in the workforce.





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Establishing and Maintaining Positive Economic Growth

The creation of a more diverse and stabilized economy will fiscally sustain the community long-term through the ups and downs of economic cycles. Strategic efforts should be geared towards fostering the development of the employment corridors, attracting knowledge-driven industries, establishing international relationships with companies and communities, and developing advanced business infrastructure to service the needs of residents and business.

Cities throughout the southwestern United States compete for economic development in order to increase the revenues necessary to provide facilities and services. Past trends and future projections for economic development indicate continued growth in the Phoenix Metropolitan Area as a whole. It is vital for Surprise to attract a share of this economic development to balance the increased pressures for housing and population growth. The *Surprise Economic Positioning Framework* will provide strategic direction to accomplish this objective.

Successful economic development is a long-term endeavor; economies do not change and diversify overnight. To make any development strategy work, short-term trends and gains must be overlooked in favor of long-term strategies outlined in the *Surprise Economic Positioning Framework*.

Commercial and employment areas must be designed using sound planning principles that include transportation access and the availability of communication infrastructure. non-residential development Residential and integrated, given high design and development standards. Standards for planned commercial and employment areas must be maintained to resist encroachment by less economically beneficial uses and to preserve opportunities for strategic economic development.





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B. Issues

Business Strategy

The *Surprise Economic Positioning Framework* will identify clusters within which the city will create an active developer/business/talent recruitment program. Targeted business opportunities will take advantage of Surprise's unique attributes and resources within the Phoenix Metropolitan Area and southwestern United States

Potential Tourism Market

The city of Surprise must understand and engage the tourism market. The community lacks sufficient hotels/motels, restaurants, and attractions. The city planning area around the White Tank Mountains and north of SR 74 provide excellent opportunities to develop future resort- and recreation-based tourism.

Transportation Issues Related to Economic Development

Addressing transportation issues is critical to successfully capturing potential economic growth. Establishing and implementing a coordinated regional transportation program is important in order for goods and services to move easily to markets for future connection with employment opportunities in Surprise as part of an overall business recruitment program.

Labor Force

Surprise's primary labor market encompasses much of the West Valley. While there is an abundant supply of labor, it may not be the skilled labor that will be required for knowledge-driven industries. Secondary labor markets in the central valley–particularly those with access to and along future passenger rail corridors–should be explored for future connection with employment opportunities in Surprise as part of an overall business recruitment program.

Telecommunications

Telecommunications and technology infrastructure for residents and business is critically important to economic recruitment. Being able to work globally and connect to others







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through the latest technology is essential to foster communications and commerce. Developing infrastructure for technology such as wireless hot spots or fiber optics will help Surprise become a well connected society that enables new forms of enterprise, collaboration, knowledge sharing, and commercialization of ideas.

Entrepreneurial Business Growth

Surprise has an opportunity to expand its entrepreneurial business development program. Entrepreneurs can locate anywhere and often choose a location because of its quality of life. These businesses are becoming a growing and important segment of the economy.

Education

The development of a knowledge-based economy rests on a foundation of education. Innovation and entrepreneurship are key competitive advantages of the United States economy in general, and Surprise, with its large and continuous in-migration of new residents, has an opportunity to capitalize on the collective knowledge and problem-solving skills of community members. This hidden asset, in combination with a robust education system that emphasizes independent thinking and creativity will provide a strong platform for economic growth.

International Economic Development

The attraction of foreign companies is an increasingly important component of economic development. The globalization of industry and research and development presents Surprise with an opportunity to grow and diversify the city's economy in new directions. Foreign direct investment in Arizona has lagged that of other states, and Surprise can be a leader in reversing this trend while capturing an important new source of jobs and investment.





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2.5.3 Goals and Policies

Goal 1

Surprise is a business and commerce center.



Policies:

- 1. The *Surprise Economic Positioning Study* shall provide a framework for economic development planning and implementation programs.
- 2. Ensure that adequate land is reserved for business/employment land uses as the population grows.
- 3. Establish a business development framework strategy for expansion of businesses related to rail-served industries such as distribution and manufacturing.
- Concentrate high-intensity business infrastructure development in the growth areas and employment corridors. Establish entrepreneurial business development overlays for mixed use areas.
- Develop a comprehensive telecommunications implementation program that will
 upgrade the current system and create guidelines for installing upgraded future
 infrastructure in employment, commercial, and residential developments.
- Facilitate the development of a medical research campus that will incorporate research, advanced medical care and product development, and attract scientific entrepreneurial enterprises.

Goal 2

Surprise has an active tourism industry.





Policies:

- 1. Identify and establish community-wide attractions and amenities that take advantage of the resources of the planning area for tourism-related development.
- Work with Maricopa County and the State Land Department to ensure that lands around White Tank Mountain Regional Park are attractive for tourism/resort-type development.
- 3. Promote Surprise's parks and recreation facilities as well as its visitor attractions.
- 4. Identify and develop potential sites for resort amenities and development.

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Develop a conference center in conjunction with local hotels.

- 5. Work with surrounding communities to establish and promote regional tourist attractions and amenities.
- 6. Create a year-round festivals and events of interest to regional, national, and/or international audiences.

Goal 3

Surprise has programs to educate and train a local workforce that encompasses a commitment to lifelong learning.

Policies:

- 1. Identify and develop potential sites for community colleges and/or a university.
- 2. Foster partnerships between private businesses, the city, and school districts to offer relevant educational programs and internships in Surprise.
- 3. Establish partnerships with higher education research institutions to leverage knowledge-based business development opportunities based on technology transfer and commercialization strategies for applied academic research.

Goal 4

Surprise has stable, long-term municipal revenue streams to enhance quality of life and to provide community services and new amenities.

Policies:

- 1. Reserve sites for commercial development to accommodate residents and encourage retail businesses to locate here.
- 2. Utilize the community mixed-use areas as activity centers to draw shoppers from other communities to Surprise.
- 3. Target and recruit unique businesses with regional drawing power and countercyclical business cycles.

Assistance and support for small business and start-up enterprises is available in Surprise.

Policies:

- 1. Create one or more business innovation centers and incubators.
- 2. Establish a portfolio of business financing tools.
- 3. Build a network of volunteer resources.

Goal 6

Surprise successfully recruits new businesses and industries



Policies:

- 1. Continue to improve permit processing efficiency.
- 2. Create incentive programs to offset impact fees for target industries and ensure that Economic Development has funding to support new business ventures.
- 3. Expand publicity generating programs.
- 4. Encourage the development of an inventory of available buildings.
- 5. Provide incentives to encourage a diversity of integrated land uses in village centers.

Goal 7

Surprise encourages growth in foreign direct investment.



Policies:

- 1. Create an international marketing program aimed at attracting foreign direct investment.
- 2. Foster an open, internationally minded community culture through city programs and policies, alliances with appropriate cultural organizations, and the development of internationally oriented facilities and institutions.

Educational and job training programs are available at all levels.



Policies:

- 1. Create a community college campus in Surprise.
- 2. Work with state and private universities to establish branch campuses in the city.
- 3. Encourage the creation and growth of technical and vocational schools.
- 4. Foster the development of lifelong learning programs.
- 5. Form alliances with the K-12 public and private school systems to improve educational access, achievement, and offerings.

Goal 9

Surprise economic development activities are coordinated.



Policies:

- 1. Strengthen relationships and partnerships with regional organizations as well as surrounding West Valley cities (i.e., Peoria, Glendale, Goodyear, El Mirage, and Buckeye) related to local-area economic development.
- 2. Establish partnerships with state, national, and international leaders and organizations for large-scale development opportunities.
- 3. Coordinate planning and information sharing with private utilities, state and county government, and major institutions such as hospitals and schools to foster orderly economic development planning.

Goal 10

Surprise has physically and economically viable neighborhoods and commercial districts.

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Policies:

- 1. Foster the creation of neighborhood business associations and unique commercial district identities.
- 2. Partner with neighborhoods to create and disseminate information about periodic neighborhood promotions and events.
- Create enabling legislation and funding to incentivize neighborhood and commercial district cooperation and private financial participation in programs that would benefit neighborhood residents.

Goal 11

Redevelopment areas are enhanced to support the economic growth of the city, as well as the health, safety, and welfare of its residents.

Policies:

- 1. Identify and inventory strategic infill parcels for possible redevelopment.
- 2. Create redevelopment programs and policies aimed at preventing and mitigating the effects of blight and underutilization.
- 3. Initiate a land assembly program to consolidate small, scattered or problem-plagued sites into economically viable tracts for redevelopment.
- 4. Create public-private partnerships to redevelop blighted, stagnant, or underdeveloped areas into vibrant business districts or residential communities.

Goal 12

Programs and capital expenditures stimulate the investment of private capital in village cores.

Policies:

- 1. Encourage investment in village cores, where necessary, by the mitigation of fee and permit costs, expediting of permits, and public participation in the provision of infrastructure, including, where warranted, public parking.
- 2. Utilize business improvement districts, community facilities districts, and other similar financing tools to stimulate private investment in village cores.

One city Many choices City of Surprise

2.6 Community Design Element

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2.6 Community Design Element

2.6.1 Introduction

The character of a community is defined by its willingness to be distinctly different. Community design in the city of Surprise is established through capitalizing on the existing character and introducing new visual concepts that are evident when entering and leaving the city. Elements of design are the instruments that will ultimately determine the sense of place that each community desires.

Background

Located between the picturesque White Tank and Bradshaw Mountains, the city of Surprise has seen its landscape change. The once farming and bedroom community image has transformed itself into a maturing and developing valley city. Today, Surprise's landscape is comprised of neighborhoods, retail centers, museums, parks, and a recreation complex. As the city grows, Surprise's image to its residents and visitors will become increasingly important. Special places and villages will be identified through reasonable growth patterns, streetscape, and environment. Community design will provide us with the tools needed to make it all work collectively.

A proactive approach can establish visual connections between neighborhoods centers, scenic corridors, roads, or gateways. Currently the city's streets and corridors are geared to those traveling in vehicles. Thoughtful community design can provide public places for people as well as vehicles. These gathering places can offer people the opportunity to congregate, talk to their neighbors, and meet others with whom they share the community.







2.6.1 Discussion

A. Principles of Community Design

The purpose of the community design element is to promote quality design for buildings, structures, paths, districts, nodes, landmarks, natural features, and significant landscaping.

The visual quality of the physical elements and spaces that shape the city is what the community design element is about. For purposes of this element, community design is the "art" of enhancing the vitality, meaning, form, and function of the public and private realms.

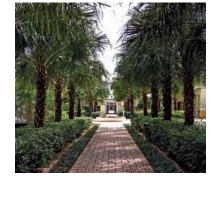
The community design element establishes goals, objectives, and policies aimed at expressing the city's general parameters for quality design and development.



- 1. Creating Community Identity/Cultural Character.
- 2. Ability to Attract Residents and Visitors.
- 3. Development of Distinctive Neighborhoods.
- 4. Creating Walkable Communities.
- 5. Applying Sound Environmental Design Techniques.

Creating Community Identity and Cultural Character

The city of Surprise has a unique character that is defined by strong neighborhoods and the people who live here. The distinctive appearance of business and residential neighborhoods is important in determining how we feel about our community. A strong, active neighborhood that represents a broad cross section of residents and businesses is an important ingredient for long-term neighborhood stability.





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Community identity is established through:

- Promoting visually appealing architecture and high quality developments that promote a distinctive identity for the city.
- A specific design palette that enhances the identity of a neighborhood, a village, and the city as a whole.
- Developing a unified streetscape design that ties together the various buildings that will eventually comprise a village.
- Maintaining and enhancing Surprise's sense of place, placing particular emphasis on its unique neighborhoods and public gathering spaces such as downtown and village centers.
- Fostering walkability and connections between existing and planned neighborhoods, with emphasis on infill opportunity sites along major streets.
- Designing in harmony with site and context to protect and accentuate Surprise's environmental assets.
- Building upon an identity through traditional and non-traditional design concepts.
- Coordination between developments to create an urban form with consistent design pattern.
- A positive integration of the built and natural environment within a neighborhood.

Ability to Attract Residents and Visitors

Development of art and cultural venues would generate economic growth while improving the character of the neighborhood. Art and cultural venues can strengthen the quality of life within the community for people of all ages by providing social gathering, entertainment, and educational opportunities. In turn, this will attract visitors from around the region.

Issues include:

 Developing a wide mix of uses and choices in key commercial, business, and educational establishments is an important factor in attracting residents and transient population alike.



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- Development of retail and commercial establishments that include local and distinctive enterprises is vital in city's ability to attract tourism and other visitors.
- Promoting retail and commercial developments that are in harmony with the character and scale of the current pattern of development is very important for the continuation of the city's ability to attract tourism and other visitors.
- Provision for different entertainment venues including arts and cultural activity centers, is a key factor in attracting residents and visitors.



Development of Distinctive Neighborhoods

Residential Neighborhoods

Creating and maintaining quality neighborhoods is a key initiative of community design. Existing neighborhoods should be maintained and improved. New neighborhoods should be developed to be in harmony with the existing developments in form and scale.

Design concepts in residential areas are intended to create a "sense of place" in new neighborhoods by not only recognizing and strengthening the fundamental elements of traditional neighborhoods but also utilizing concepts such as new urbanism. Building blocks included a mix of housing types (single family detached homes, townhouses, duplexes, condos, and apartments), parks, and community facilities organized around a neighborhood focal point. The goal is to create residential neighborhoods that are aesthetically pleasing.

Issues include:

 Creating a mix of housing types and styles that will allow new neighborhoods to develop a unique identity through design.

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- Developing a sense of neighborhood identity through design elements and neighborhood focal points, such as
- Commercial areas, schools, parks, community centers, or a combination of these elements.
- Improving safety and opportunities for social interaction through the creation of human-scaled public spaces on streets and in parks and plazas.
- Promoting proper connectivity between communities to improve social interaction.



Commercial/Employment Districts

Community design policies for professional office, retail, commercial, business park, and industrial areas can provide an attractive environment for those who work and live in Surprise. The architecture of such buildings should be articulated to create diversity in form and pallet.

Issues include:

- Located primarily along major arterials, these areas have less relationship with the street than community or neighborhood commercial areas.
- Having a wide array of mixed-uses in commercial and employment districts with a distinctive and unique design pallet is vital in retaining the economic base in Surprise as well as important in attracting potential work force to city.
- The architecture of office and industrial buildings should be designed to minimize "boxy" appearance.
- Creating employment and industrial campuses with unique character and style.
- Internal pedestrian pathways should provide a safe and well-connected walking environment.



- Design of commercial and industrial centers should be pedestrian scale with active nodes, so people can feel comfortable and will tend to congregate in these areas.
- Require sufficient buffering from adjacent residential neighborhoods.
- Future opportunities may be to re-orient development and provide for new uses which can more fully contribute to the vitality, attractiveness, and overall viability of the area.
- New development should reflect a positive orientation to the street, with the active ground floor uses and parking areas screened from view.



Historical Presence

Arizona has a rich legacy of early agriculturally based towns that has fostered a variety of architectural styles.

Neighborhood Design

The history of Surprise is defined by agriculture, mining, homesteading activities, and bears a strong correlation to the Santa Fe, Prescott and Phoenix Railroad, built in the 1890s. Other unincorporated areas like Circle City, Morristown, Wittmann, and Waddell have been involved in mining, homesteading and agriculture.

One of the principal characters of the traditional neighborhoods seen throughout the communities of the Surprise Planning Area is compact development of neighborhoods with homes, streets, and parks complemented by lush planting and turf. Through this kind of compact development, native desert landscapes are maintained on the streetscapes surrounding a development.

Housing

The design of early homes in the valley communities was directly affected by the climate and imported influences of the pattern books from Midwest and East coast. Architectural styles including Spanish, Bungalow, Cottage, Territorial Ranch, Monterey, Traditional, and Craftsman appropriate to the region were developed to address the needs and lifestyles of CITY OF SURPRISE





the residents and support the community theme as a traditional town development.

Taking a clue from the past and the context of agricultural towns, there is a need for developments that embrace diversity in architectural style.. In keeping with the overall community theme, the homes must be of high quality and contribute positively to the character of the immediate and surrounding community. Overall the design concept should blend the chosen traditional architectural styles with environmental responsiveness to the climatic conditions of the city of Surprise.

Of the old settlements in the Surprise Planning Area, the Original Townsite and Circle City exhibit dispersed ethnic and cultural references to their origins in terms of housing styles and character. The styles chosen in these settlements are based upon regional influences and local materials. The styles, when seen collectively, produce a collection of neighborhoods that are both familiar and unique. The Original Townsite has a significant presence of Adobe style housing that is adaptable to the hot, dry, harsh climate of the valley. This housing style is accentuated with porches and patios that enhance the sense of neighborhood in that area. The building masonry is primarily brick, integral colored blocks, and slump blocks that take into account climatic conditions as well as the context and history of the Original Townsite.

Surprise can embrace this character of design in response to the climatic conditions for new as well as redevelopment projects and make a mark in comparison to other valley cities.





Creating Walkable Communities

Walkability is the cornerstone and a key to an urban area's efficient ground transportation. Walkable communities put urban environments back on a scale for sustainability of resources (both natural and economic) and lead to more social interaction, physical fitness, and diminished crime and other social problems. Walkable communities are more livable communities and lead to whole, happy, healthy lives for the people who live in them.

Acceptable walking distances are dependent on trip purpose, total travel time related to this purpose, health of the pedestrian, walking environment, perceived safety, and security of the walking route, and in some instances, economic factors. Table 2.6A shows the acceptable walking distances and duration for various uses.

Purpose of Trip	Distance (miles)	Duration (minutes)
To or from work	0.74	10.86
Work-related business	0.5	9.11
Shopping	0.44	9.42
Other family or personal	0.45	9.06
business		
School/church	0.55	10.89
Doctor/dentist	0.81	14.80
Vacation	1.41	18.96
Visit friends or relatives	0.47	9.07
Other social/recreation	0.64	12.74
Other	0.79	12.37

Table 2.6A - Source: U.S. Department of Transportation, 1995 Nationwide Personal Transportation Survey (Washington, DC, 1997).

Community design aims to promote a well organized sidewalk, street and land-use system consistent with the scale and function of the surrounding neighborhoods. The sidewalk and street system should link points of interest and activity, provide clear lines of sight to those points, include simple instructive signage, and be accessible to a wide range of people, including people with disabilities.

Qualities of Walkable Communities

- A neighborhood center (providing retail and office uses) is located within 5 minutes walking distance, roughly a onequarter mile radius for the majority of residents in the neighborhood.
- The streets are laid out in well-connected patterns, at a pedestrian scale, so that there are alternative automobile and pedestrian routes to every destination.
- The streets are treated as complex public spaces, containing traffic and parking. The streets are an integral part of the "public realm," including trees, sidewalks, and the buildings that front on them.
- The streets are relatively narrow, in order to discourage high-speed automobile traffic. Streetscapes should be
- Well defined by buildings and trees along them.
- In addition to streets, walkable communities include squares that form public commons, around which are larger shops and offices, as well as apartments.
- A complete system of interconnected streets, pedestrian walkways, and multiple routes to increase pedestrian travel.
- Connections between popular origins and destinations are provided between dead-end streets or cul-de-sacs, or as shortcuts through open spaces.
- Walkways have secured environments for pedestrians.
- Transit facilities are located adjacent to work, residential areas, shopping, and recreational facilities to encourage pedestrian trips.







- Secure, attractive, and active spaces are provided as focal points for the community, where people can gather and interact (e.g., pedestrian pocket parks and plazas).
- Important cultural, historic, and architectural resources are preserved to help strengthen the community's heritage and provide attractive environments and scenic views to encourage pedestrian use.
- Furnishings, such as benches, restrooms, drinking fountains, artwork, architectural fountains (especially for play!), and other similar elements are provided to create more attractive and functional environments for pedestrians.



Applying Sound Environmental Design Techniques

Site Planning

Sustainable site planning practices help to reduce the environmental footprint of buildings, reduce heat, and energy usage. Development impacts are mitigated through arrangements of buildings, roads, parking areas, open areas, and other site features. Through proper orientation of buildings and other measures, sustainable site design helps to reduce building maintenance costs and protect the environment.

Benefits of sustainable site planning practices include:

- Alleviating the impact of the construction process, landscaping, and building exterior, on the ecosystem and the region.
- Reducing maintenance costs of building operation.
- Promoting energy conservation.
- Reducing disturbance of habitats and water systems, and help revitalize urban areas.
- Mitigating the urban heat island effect.



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- Encouraging redevelopment of environmentally degraded sites and steering new development toward existing transportation corridors and infrastructure.
- Promoting biodiversity.

Some of the sustainable site planning practices includes:

- Adopting green standards for neighborhoods under Leadership in Energy and Environmental Design for Neighborhood Design (LEED-ND) or other standards that ensure a high level of energy efficiency in new development.
- Minimizing site disturbance through proper grading. Allowable slope percentages for construction are:
- 0-2%-Most developable.
- 2-8%-Easily accommodates most categories of development.
 8-16%-Some development restrictions; upper limits for roads and walks.
- o 16-24%-Significant restrictions to most development.
 - When developments occur on slopes greater than 16%, the following planning and design models should be followed:
 - 1. Integrate a significant amount of open space for preservation.
 - 2. Discourage traditional large lot subdivisions that blanket natural slope conditions with no accessible open space.
 - 3. Encourage cluster design scenarios that strategically group development in specific locations.
 - 4. Establish an extensive trail system that provides diverse opportunities for walking and hiking.
 - 5. Encourage creative mixed-use slope design techniques that limit expansive view shed disturbance.
- o 24%+-Generally restricted for development.

Note: For irregular 'flat' land areas that may have slope anomalies such as stacked rock/boulders, small mounds, crevices, and/or non-jurisdictional washes, the predominant slope characteristics can be assumed for a parcel in its entirety based on the above slope categories.



- Avoiding development of previously undeveloped land, using instead surface parking lots and infill sites.
- Landscaping to control erosion, reduce heat islands (shade trees, light colored materials), and minimize habitat disturbance.
- Using alternative transportation facilities (pedestrian, bicycle, carpools, shuttles, public transit).
- Siting buildings efficiently (orientation to wind, sun, natural topography).
- Encouraging mixed land use (trip reduction, walk to work, errands, day care, etc.).

Green Building Design

Green building design also referred to as sustainable or high performance design is part of a strong and increasing trend over the last few years, changing and influencing commercial architecture and construction.

Green building is a term used to describe a structure that is designed, built, renovated, or reused in a sustainable and resource-efficient manner. It encompasses energy efficiency design, water conservation, indoor environmental quality, use of recycled and renewable materials, and construction waste reduction. The result is a more sustainable building that enhances the health and productivity of its occupants while saving resources and money.

For development projects that perform well in terms of smart growth, new urbanism and green building ratings, the entire project may be certified green under (LEED-ND). Projects may constitute whole neighborhoods, fractions of neighborhoods, or multiple neighborhoods. Smaller infill projects that are single use but complement existing neighboring uses should be able to earn such certifications.

The financial benefits of green design include:

- Lower energy usage, waste disposal, and water costs.
- Lower environmental and emission costs.

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- Lower operations and maintenance costs.
- Savings from increased productivity and health of workers/occupants of the buildings.

Green design involves more than community design or aesthetics. It has a direct impact on environmental resources and the quality of life of current and future Surprise residents.

B. Community Design Plan

Key features of the Community Design Plan include community planning through Transect Zoning and design components to enhance the natural and built environment, and the internal and external perception of the city. Transect zoning includes the designation of transitional areas (i.e., natural, rural, suburban, urban, and urban centers) based on their general density or intensity of development as identified in the land use map. Design components include urban design guidelines that bring together the different transect zones through place making techniques.

B.1 Transect Zones

The Transect is a categorization system that organizes all elements of the urban environment on a scale from rural to urban (see Figure 2.6.A below). Its potential lies in: 1) Education (it is easy to understand); 2) Coding (it can be directly translated into zoning categories); 3) Creating "immersive environments." An immersive environment is one where all of the elements of the human environment work together to create something that are greater than the sum of the parts. Due to its size and existing natural and social conditions, the city of Surprise would follow a Transect with five zones and a special district.



Figure 2.6A

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Natural Zone (T1)

The natural zone consists of lands protected in perpetuity or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology, or vegetation.

Rural Zone (T2)

These areas generally relate to the rural residential land use category. These character areas exhibit large lots for single family detached housing. A rural character is appropriate to retain areas that are environmentally sensitive (i.e., landform, topography/drainage, and vegetation) and that should be carefully planned and developed. Appropriate site planning techniques may include:

- Clustering to preserve natural desert or agricultural areas.
- Transfer of development rights.
- Use of building envelopes.
- Preservation of natural drainage washes
- Use of native plant palette for lot landscaping/desert restoration.
- Inclusion of sensitively designed equestrian and pedestrian trails

Characteristics include:

General Character: Scattered buildings. Building Placement: Variable setbacks.

Frontage Types: Not applicable.

Typical Building Height: 1 to 2 story.

Type of Civic Space: Parks, Greenways.







Suburban Zone (T3)

These areas relate to the residential and low density residential designations and contain neighborhood oriented retail opportunities and community facilities. Due to the density/intensity of development, mass site grading may be employed to prepare the land for site development. Even so, appropriate site planning techniques exist to:

- Protect existing washes and mature native vegetation.
- Restore/enhance natural open space areas and salvage appropriate plant material.



These mechanisms assist in the accelerated integration of the built and natural environments. Connection to community sewer collection and treatment is required. Suburban character areas are concentrated in the central and south central regions of the planning area.

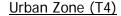
Characteristics include:

General Character: single-family houses and supporting commercial or public spaces.

Building Placement: Large and variable front and side yard setbacks.

Frontage Types: Porches, fences, naturalistic tree planting. Typical Building Height: 1 to 2 story with some 3-story.

Type of Civic Space: Parks, Greenways.



These areas are typically developed as medium and high density residential and contain neighborhood, commercial, employment and community facilities. Due to the density and intensity of development, mass site grading is generally used. However, sensitive site planning can include:

- Protection of existing washes.
- Salvage of appropriate plant material.

Because the natural environment is changed, the inclusion of developed park, recreation, and open spaces becomes an important element. Connection to community sewer collection and treatment is required.



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Characteristics include:

General Character: Mix of houses, townhouses & small apartment buildings, with scattered commercial activity; balance between landscape and buildings; presence of pedestrians.

Building Placement: Shallow to medium front and side yard setbacks.

Frontage Types: Porches, fences, dooryards.

Typical Building Height: Multi Story with a few taller mixed use buildings.

Type of Civic Space: Squares, Plazas, Urban Parks.

Urban Center Zone (T5)

Urban centers consist of higher density mixed-use buildings that can accommodate retail, offices, row houses, apartments, and civic buildings of regional importance. The areas have a tight network of streets and small blocks, with wide sidewalks, regularly spaced street planting, and buildings set close to the sidewalks.

Characteristics include:

General Character: Shops mixed with townhouses, larger apartment houses, offices, workplace, and civic buildings; predominantly attached buildings; trees within the public right-of-way; substantial pedestrian activity.

Building Placement: low setbacks or none; buildings oriented to street defining a street wall.

Frontage Types: Shopfronts, Galleries.

Typical Building Height: Multi Story with some variation.

Special District Zone (SD)

Special District designations are areas that, by their intrinsic size, function, or configuration, cannot conform to the requirements of any Transect Zone or combination of zones. The SD zone identifies areas of the city where sites with





existing specialized uses or unique community character require individualized development standards. The SD zone is applied to the following areas, each of which are intended to have development standards specific to the village's or community's objectives. Some of the uses that are applicable in the SDs include resorts, airfields, and business parks.

B.2 Urban Design

Community character is comprised of the perception and experience of the community by those living, working, and passing through. It is largely determined by the built fabric and the surrounding natural environment as affected by urban development. Urban design can provide direction and guidance for development to enhance community character by creating a greater sense of space, time, and well being. Urban design principles seek to enhance Surprise's image as a unique community and to retain that image in an attractive and orderly development which preserves the beauty of the natural setting.

The purpose of urban design is to set design standards reflecting Surprise's desire to achieve high quality built form. It brings together public and private development towards common city design goals. Key components of urban design are:

- 1. Urban Form.
- 2. Streetscape Design.
- 3. Land Use.
- 4. Corridors.
- 5. Centers.
- 6. Neighborhoods.

Urban Form

Urban form describes key physical characteristics envisioned for each village of the city. Urban form strives to form future development by ensuring that all parties (i.e., developers, the city, and the public) share a common understanding of the elements that contribute to good design. Also important are the implications of individual projects on the form and character of the village or the community as a whole. These characteristics include:

- The height and bulk of buildings.
- The location of buildings on their lots.

- The relationship of buildings to streets.
- The height of buildings relative to adjacent neighborhoods.
- The location and character of parking and pedestrian facilities.
- The transition from one neighborhood to other.

Streetscape Design

Streetscapes involve the use of landscaping, paving, furniture, signage, and lighting, interconnected path systems and appropriate building materials to enhance roadways. Streetscapes are an important mechanism in the built environment to buffer vehicular noise and reduce the impact of arterial roadways.

Key purposes of streetscapes are:

- To increase the visual quality and character of streets.
- To identify and reinforce the positive characteristics of existing streets.
- To provide a more robust streetscape for the future redevelopment of key streets, and to improve pedestrian amenity within all residential streets.
- To reinforce the traffic management operation of the road hierarchy.

Streetscapes can be classified into Residential, Commercial and Public/Civic Spaces. Combined together these three use classifications can be incorporated into a streetscape hierarchy. These use classifications relate to the parkways, major and the minor arterial roadways identified in the transportation plan. A general summary of each streetscape type includes:

1. **Primary streetscape** areas are designated along both sides of parkways and major arterial roadways within the planning area. Primary streets provide access to major activity areas and to secondary streets. They carry the highest volume of traffic and are therefore, the most visually prominent. Streetscape could include landscaping, lighting, gateway treatments, and signage selected from adopted city design guidelines.





- 2. Secondary streetscape areas are designated along both sides of minor arterial roadways within the planning area. Secondary streets provide access to facilities and connection between primary and tertiary streets. They carry a moderate volume of traffic and are relatively visually prominent streetscape corridors.
- Tertiary streets accommodate local traffic and provide direct connection to adjacent uses. They carry a relatively low volume of traffic and are therefore less visually prominent streetscape corridors.





Streetscape design plays a key role in defining the neighborhood community image. It compliments the identity of the particular neighborhood or village. The residential streetscape relates to the street itself, and consists of landscaped tree lawns between curbs and sidewalks, the adjacent sidewalks, front yard spaces, and the building facades. In addition to accommodating transportation needs, the streetscape provides a public and semi-public space for street trees, street furniture, and view corridors. There are many aspects of overall neighborhood design that also contribute to a traditional streetscape, including the design of buildings and parking, as well as the connected network of streets, alleys, and sidewalks. These are all planned together to create a pleasant, as well as a safe and efficient experience for residents, pedestrians, bicycles, transit, and motorized vehicles.

Commercial Streetscapes

The commercial streetscape is the most intrinsic streetscape identity and can establish a strong sense of identity and character for a particular village or the city in general. The commercial streetscape treatments may be extended as transitional zones between the centers (regional, village, or city centers) and the residential neighborhoods.

Public/Civic Spaces

Public/Civic spaces are an extension of the community. When they work well, they serve as a stage for our public lives. If they function in their true civic role, they can be the settings where celebrations are held, where both social and economic exchanges take place, and where cultures mix. Some of the public/civic spaces include plazas, squares, and public parks. Proper design and economic initiatives in key corridors and activity nodes (explained below) can build a strong sense of community for residents and workers by creating social gathering spaces, offering a wide-range of uses, and activities. They are vibrant and well-used during all seasons, and serve a variety of people of all ages, races and economic levels.





Land Use

Through urban design policies, land use can be regulated to achieve a vision for the city that is sustainable and is comprised of distinctive and vibrant village centers and corridors that incorporate more compact mixed use development, an effective public transit system, and attractive pedestrian-friendly streets. The goal is to promote development that utilizes the city's natural setting as the key to enhancing Surprise's position as an attractive place to live and work and a unique destination to visit.

Corridors

Urban Design has the potential to transform auto oriented commercial corridors to mixed-use, pedestrian-oriented environments. Within this, policies will promote corridors (refer Map 2.6A) as village and neighborhood connectors that will generate mixed-use development and residential uses, defined by pedestrian oriented streetscapes. Development along corridors will be compatible with adjacent village neighborhoods through the siting of buildings, transitions in scale, functional compatibility, land use mix, density, physical form, and character. These corridors will support surrounding neighborhoods and contribute to a more compact and consistent pattern of development.

Identifying Design Corridors

Design corridors preserve the aesthetic integrity of an area by imposing criteria for the appearance and design of buildings within the corridor. These corridors include activity nodes, gateways, and scenic corridors that provide a sense of visual stimulation to the Surprise planning area.

Activity Nodes

Activity Nodes include high intensity employment, commercial, and mixed-use areas within the Surprise Planning Area. They are the focus of non-residential activity that supports surrounding neighborhoods and city-wide economic growth objectives.

<u>Gateways</u>

The presence of city identity/signage enhances external perceptions and announces to city visitors and residents that they have entered Surprise. Gateway treatments can include signage, landscaping, and public art that portrays a sense of visual guidance.

Scenic corridors

Scenic corridors are generally described as "the view from the road" and can best be defined as the visible land area outside a road right-of-way. Scenic corridors (Map 2.6B) are design resources which when protected, preserve scenic views by requiring land uses to complement rather than detract from scenic experience.







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Centers

Through Urban Design, centers (regional, village, city, and civic centers) with uniquely identifiable characteristics can be created that are defined by their functional role, mix of uses, density/intensity, physical form, and character. Pedestrian-oriented activities are encouraged with plazas, cafes, bookstores, and restaurants that draw a variety of people and offer a welcome setting. Urban Design policies will ensure that their development is consistent with adjacent neighborhoods through the siting of buildings, architectural styles, transitions in scale, and land use mix.

Neighborhoods

Urban Design tools provide for the protection, maintenance, and enhancement of city's residential neighborhoods, assuring that new development complements and reinforces their unique characteristics through sensitive infill and transitions in scale from adjacent centers and corridors. The plan calls for residential neighborhoods to contain a diversity of housing types, styles, and completeness that incorporate supporting and complementary uses such as neighborhood-serving commercial, schools, parks, community meeting facilities, and comparable uses.



2.6.3 Goals and Policies

Goal 1

The city of Surprise has a distinct community identity and visual character.





Policies

- 1. Promote development that is compatible with city of Surprise's overall urban form, community character, and environmental setting.
- 2. Promote design of public and civic buildings to enhance the identity of an area.
- 3. Promote infill development that reflects sensitivity to site, context, and surrounding neighborhoods.
- 4. Promote residential development that reinforces Surprise's character.

Goal 2

The city has a high-quality built environment.



Policies

- 1. Promote quality architecture and landscape design that contributes to the creation of unique "places" and an active, well-defined, and human-scaled public realm.
- 2. Encourage new development to incorporate qualities and characteristics that make the city desirable and memorable including human-scaled streets, open spaces, and varied architectural styles.
- 3. Promote building design that is respectful and responsive to the local context, including use of local materials, responsiveness to Surprise's hot desert climate, and consideration of cultural and historic context.
- 4. Ensure that public and private development work together to enhance and create a unique and well-defined identity for Surprise's various entry gateways.
- 5. Promote the preservation of historic sites.

Design is an integral part of village planning.



Policies

- 1. Promote design that incorporates new and existing developments with a compatible mix of residential, retail, service employment, and open space uses that are consistent with the predominant use and scale of the neighborhood.
- 2. Encourage the design and development of neighborhoods that makes them more pedestrian-friendly.
- Use regulations, such as setbacks, height limits, floor area ratio (FAR) or floor space index (FSI) and performance standards/conditional use restrictions from the zoning codes, and design guidelines to ensure that appropriate transitions are maintained between centers and corridors.
- 4. Promote design guidelines that address the relationship between design and site planning principles that are applicable citywide.
- 5. Promote design review process to ensure compatibility of structures through neighborhoods, city centers, village centers, and villages.

Goal 4

The city has diverse, distinct, and well-structured neighborhoods.





Policies

- 1. Promote the design of complete and well-structured neighborhoods whose physical layout and land use mix promote walking, biking, and transit while reducing vehicle trips.
- 2. Preserve, protect, and enhance established neighborhoods by providing sensitive transitions between neighborhoods and adjoining areas.
- 3. Require new development, both private and public, to respect and respond to those existing physical characteristics, buildings, streetscapes, open spaces, and urban form that contribute to the overall character and livability of the neighborhood.
- 4. Promote development of mixed-use village neighborhood centers that accommodate local-serving commercial, employment, and entertainment uses; provide diverse housing opportunities; and are efficiently served by transit.

The city has well defined "'Place Making Techniques."





Policies

- 1. Promote "street-wall" in which each building comes close to the sidewalk.
- 2. Promote building fronts that are permeable.
- 3. Promote sensitive transitions in scale between buildings in centers and adjacent traditional neighborhoods.
- 4. Promote architecture and planning that complements adjoining uses.

Goal 6

The city has well designed and maintained public spaces to enhance the overall functional and aesthetic quality.

Policies

- 1. Create ample Public Realm.
- 2. Establish a hierarchy of streets throughout the city that promotes:
 - Street classification based on type, use, and visual quality.
 - Alternative modes of transportation.
 - Vehicular access between new and old developments.
 - Pedestrian activity connected through creation of interesting nodes and junctions.
- 3. Provide assistance to neighborhood groups to develop streetscape improvements.
- 4. Create and upgrade streetscape standards, so the design of streets and roads are sensitive to the natural topography and to adjacent neighborhoods and business areas.

Open space and scenic views are well preserved.



Policies

- 1. Protect views along major streets, gateways, and pedestrian paths to provide a sense of place and orientation.
- 2. The design qualities of developments abutting designated scenic corridors are to be compatible with the aesthetic character of the scenic corridor.

Goal 8

The city has well-designed "complete streets" and transit systems.





Policies

- 1. Encourage a built environment that reduces automobile dependence and promotes more sustainable modes of transportation.
- 2. Develop flexible street design standards that provide adequate bicycle and pedestrian safety, emergency vehicle access, and strong aesthetic qualities.
- 3. Provide for transitions between neighborhoods along the alignment of alleys or rear lot lines, rather than along street centerlines, in order to maintain consistent scale, form, and character on both sides of public streetscapes.
- 4. Require newly developing and redeveloping areas to promote multiple modes of transportation systems.